

LANGUAGE POLICIES IN SELECTED HIGHER EDUCATION INSTITUTIONS WITHIN SOUTH AFRICA: A CRITICAL REVIEW

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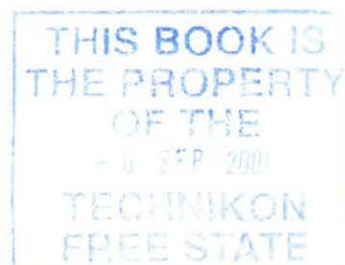
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1997



DECLARATION OF INDEPENDENT WORK

I, KELLY LEE RAU, do hereby declare that this research project submitted for the degree MAGISTER TECHNOLOGIAE: LANGUAGE PRACTICE, is my own independent work that has not been submitted before to any institution by me or anyone else as part of any qualification.


SIGNATURE OF STUDENT

1997/12/02
DATE



I would like to thank:

The Lord - who gave me strength and made this possible,

Dr Nick Esterhuizen - my friend and consort,

My family - for their love and support,

My friends - for their prayers.

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CONTENTS	PAGE
Contents	i
Summary	iii
Opsomming	vi
 1. General Introduction	
1.1. An Introduction To The Study	1
1.2. Conceptualisation	5
1.3. Hypotheses	12
1.4. Method Of Study	13
 2. Language Policy	
2.1. What Is Language Policy?	15
2.2. The Role Of Language Planning In Formulating Language Policy	31
2.3. Language Policy In South Africa: An Overview	41
 3. Language In Education Policy	
3.1. An Introduction To The Role Of Language Policy In Education	73

3.2. Language Policy In Education Within South Africa:

An Overview	83
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4. Language Policy In Higher Education Within South Africa

4.1. Introduction	110
4.2. Higher Education Within South Africa	110
4.3. An Overview Of 26 Institutions Of Higher Education	115
4.4. A Study Of 8 Institutions Of Higher Education	131
4.5. Findings And Deductions	158

5. Conclusion	177
---------------	-----

6. Recommendations	180
--------------------	-----

7. Bibliography	186
-----------------	-----

Addendum A: Letter To Higher Education Institutions	198
---	-----

Addendum B: Follow-up Letter	199
------------------------------	-----

Addendum C: Questionnaire A	200
-----------------------------	-----

Addendum D: Questionnaire B	202
-----------------------------	-----

SUMMARY

This is a study of language policy in higher education within South Africa. As such, it deals with issues such as language policy, South African language policy, higher education and language education policy. In order to study these fields, the author had to take a number of things into consideration.

Firstly: South Africa is a multilingual country. This is reflected in a statement made by Reagan (1990): *The language situation in South Africa is characterised not only by the variety of African, Indian, Asian and European languages that co-exist, but also by developing varieties of these languages* (p.179).

According to Reagan (1990) it is *important to emphasise that, regardless of the nature of future political change in South Africa, it is virtually assured that linguistic diversity will remain a feature of social life for generations to come, and that bilingualism and multilingualism will remain common for many South Africans well into the next century* (p. 179). The author agrees with Reagan's statement and believes that, because so many languages are spoken in South Africa, choices need to be made.

It is therefore essential that definite decisions be made as far as language is concerned within South Africa as a whole, and particularly within education. Decisions such as:

What language(s) should be used, for what purpose(s) it/they should be used and by whom it/they should be used?

In education and, for the purpose of this study, higher education in particular, the following aspects need to be taken into consideration when these decisions are made :

Firstly, the medium of instruction (**MOI**¹). Then the language(s) to be: a) taught as subjects, b) used for purposes of evaluation, c) used for administrative purposes, d) used for correspondence and e) used for social function. These amount to what is known as ‘language policy’.

Therefore, what is required in education is ‘**language policy**’.

*The term **language policy**² here refers, briefly, to the policy of a society/institution³ in the area of linguistic communication - that is the set of positions, principles and decisions reflecting that community’s relationships to its verbal repertoire and communicative potential (Burgarski, 1992: 18).*

‘Language policy’ is the formal documentation of the decisions on language issues, which have been made by the policy makers of an institution and, for the purposes of this study,

¹ ‘MOI’ is the abbreviation for ‘medium of instruction’, in the field of education.

² Emphasis by author.

³ Addition by author.

higher education institutions in particular.

In view of this a survey was made of 34 institutions of higher education within South Africa. There were 26 responses to this survey, all of which provided the information which was needed to identify: the type of policy which they had/have, the MOI used by them and whether they are reviewing their policy or not.

The institutions included technikons and universities.

After the initial survey was completed two questionnaires were sent to the 26 institutions, which had responded to the survey. These were: a) a questionnaire for institutions which have decided not to review their language policy, and b) a questionnaire for institutions which have decided to review their language policy. There were 8 responses to these questionnaires (reminders were sent to all institutions which did not respond to the survey and to the questionnaires).

It was found that the institutions which currently have covert language policies should review their policies so as to make them overt. Those institutions which have overt language policies should also review their policies to ensure that they are applicable to their particular institutions.

The study concludes with recommendations on how to plan language policy in higher education, within South Africa.



OPSOMMING

Hierdie is 'n studie aangaande taalbeleid binne hoër onderwys in Suid-Afrika.

Dit handel oor sake soos taalbeleid, Suid-Afrikaanse taalbeleid, hoër onderrig en taalonderrigbeleid. Ten einde hierdie velde te kon bestudeer, moes die outeur 'n aantal sake in oorweging neem.

Eerstens: Suid-Afrika is 'n veeltalige land. Dit word weerspieël in 'n stelling gemaak deur Reagan (1990): *Die talesituasie in Suid-Afrika word nie net gekenmerk deur 'n verskeidenheid van Afrika-, Indiese, Oosterse en Europese tale wat naas mekaar bestaan nie, maar ook uit ontwikkelende variante van hierdie tale* (bl. 179).

Volgens Reagan (1990) is dit *belangrik om te beklemtoon dat, ongeag die aard van toekomstige politieke veranderinge binne Suid-Afrika, dit feitlik 'n gegewe is dat linguistiese diversiteit 'n kenmerk sal bly van die sosiale lewe van toekomstige generasies, en dat tweetaligheid en veeltaligheid vir baie Suid-Afrikaners tot vêr in die volgende eeu 'n bekende verskynsel sal wees* (bl. 179).

Die outeur ondersteun Reagan se stelling en glo ook dat, omdat daar so baie tale in Suid-Afrika gepraat word, keuses gemaak sal moet word.

Dit is daarom noodsaaklik dat definitiewe besluite gemaak word in soverre taal ter sprake is binne Suid-Afrika as 'n geheel, en spesifiek binne die onderwys. Besluite soos

die volgende: Watter taal/tale gebruik moet word, vir watter funksies dit gebruik moet word, en deur wie dit gebruik moet word?

In die onderwys, en vir die doelwit van hierdie studie, veral in die hoër onderwys, is dit nodig dat die volgende aspekte in ag geneem sal word alvorens hierdie besluite gemaak word: Eerstens, die medium van onderrig (**MVO**¹). Daarna die taal/tale wat: a) onderrig word as vakke, b) vir die doelwit van evaluasie aangewend word, c) vir administratiewe doeleindes aangewend word, d) vir korrespondensie gebruik word. Dit alles kom neer op wat bekend staan as ‘taalbeleid’.

Wat daarom nodig is in die onderwys, is ‘**taalbeleid**’.

Die term ‘taalbeleid’² verwys hier, kortliks, na die beleid van ‘n gemeenskap/instelling³ binne die veld van linguistiese kommunikasie - wat die stel van standpunte, beginsels en besluite is wat daardie gemeenskap se verhouding tot sy verbale repertoire en kommunikatiewe potensiaal, reflekteer (Burgarski, 1992: 18).

‘Taalbeleid’ is die formele dokumentasie van die besluite wat geneem is deur die beleidmakers van ‘n instelling en, vir die doelwit van hierdie studie, deur hoër onderwysinstellings in die besonder.

¹ ‘MVO’ is die afkorting vir “medium van onderrig” in die veld van die onderwys.

² Beklemtoon deur die outeur.

³ Byvoeging deur die outeur.

In die lig hiervan is 'n opname onder 34 instellings van hoër onderwys in Suid-Afrika gemaak. 26 instellings het op hierdie opname reageer waarvan almal die inligting voorsien het wat nodig was vir die identifisering van die tipe beleid wat hulle volg; die MVO wat deur hulle gebruik word; en of hulle hierdie beleid hersien, al dan nie.

Die instellings sluit teknikons en universiteite in.

Nà die aanvanklike opname voltooi is, is twee vraelyste aan die 26 instellings gestuur wat reageer het op die opname. Daar was a) 'n vraelys vir instellings wat besluit het om nie hul taalbeleid te hersien nie, en b) 'n vraelys vir instellings wat besluit het om wel hul taalbeleid te hersien. Daar was 8 instellings wat op hierdie vraelyste reageer het (notas ter herinnering is aan alle instellings wat nie reageer het op die opname of vraelyste nie, gestuur).

Daar is bevind dat die instellings wat huidige oor 'n kovert taalbeleid beskik, hul beleid moet hersien ten einde dit oort te maak. Daardie instellings wat oor 'n oort taalbeleid beskik, moet ook hul beleid hersien, ten einde te verseker dat dit toepaslik is vir hul spesifieke instelling.

Die studie volstaan met aanbevelings aangaande die beplanning van taalbeleid binne die hoër onderwys in Suid-Afrika.

1. GENERAL INTRODUCTION

1.1. AN INTRODUCTION TO THE STUDY

Language - apart from being the major means of communication¹ - is a crucial means of gaining access to important knowledge and skills. It is the key to cognitive development and can promote or impede scholastic success (Ovando, 1989: 208).

This is an opinion which the author strongly supports and , as such, she felt the need for a detailed investigation into an area which has, to date, not been researched in depth, that area being **language policy in higher education within South Africa**.

The issue of language policy is, unfortunately, not a simple one (this will be revealed in the study), but it is an essential one. One which needs to be carefully and seriously planned. In order to do this, language policy planners and decision makers need to know what language policy is, what it entails and how it is formulated, implemented and evaluated.

Any institution, whether it is academically orientated or not, should have a language policy which has been carefully researched and documented. Institutions of higher education, within South Africa, are at this time a focal point in this regard. This then is the reason for the theme of this study.

¹ Addition by author.

Chapter 1 is an introductory chapter. It deals with **an introduction to the study , the conceptualisation, hypotheses and method of study.**

Language policy is dealt with in **chapter 2**. The question ‘**What is language policy?**’ is asked and answered in **chapter 2.2**. This chapter also provides definitions of language policy and may be used as a foundation on which to build one’s understanding of language policy.

An overt language policy (refer to chapter 1.2. and chapter 2.1.) requires careful and thoughtful planning and thus **chapter 2.2.** deals with **the role which language planning plays in the formulation of language policy**. It gives a definition of language planning, how language planning may be approached and who should be involved in the process of language planning and language policy formulation.

This study attempts not only to lay a foundation on which other documentation may build, but also strives to provide a context within which specific language policy issues may be considered. It therefore places the main idea, language policy in higher education within South Africa, within the context language policy in general, language policy within South Africa and language in education policy as a whole.

Chapter 2.2. deals with **language policy in South Africa** as a whole. It refers to past and present occurrences within the country's language policy. It sets the stage on which language in education policy has to perform and lays down the parameters (by means of the Constitution) within which any education policy must function.

Chapter 3 deals with **language in education policy. The role which language policy plays in education as a whole** is discussed in **chapter 3.1.** This chapter deals not only with higher education, but also with primary and secondary education. The reason for this is that higher education can never be separated from primary and secondary education, they are vital to its very existence, without them there is nowhere higher to reach for. Primary education may be seen as the foundation, secondary education as the walls and higher education as the roof. It completes and rounds off the building, but would be useless on its own.

Chapter 3.2. develops from chapter 3.1. and relates it specifically to the South African situation. It provides a brief historical background and then sets out the most recent steps taken in the field of **language policy in education within South Africa.** This then leads into chapter 4.

Chapter 4 is the culmination of all of the ideas and research presented in the previous chapters. It deals specifically with the issue at hand: **Language Policy in Higher Education within South Africa.**

The author's own findings¹ are discussed in detail and comments are made on the current situation. It is hoped that it will give the reader insight into the situation at present, and provide some of the information needed to take the necessary steps into the future in a more enlightened manner.

Chapter 5 is the **conclusion** based on the findings of the previous chapters. It provides the final view from which the **findings**, as recorded in **chapter 6**, are seen.

Chapter 6 provides suggestions as to how the issue of language policy may be approached in an institution of higher education within South Africa and, it is the author's hope, that it will be seen as a framework around which language policy may take shape in the near future.

¹ These findings are based on research done by means of: a) a literature survey; b) questionnaires; c) interviews and d) searches on the Internet.

1.2. CONCEPTUALISATION

1.2.1. Language:

- a) *Human speech; the communication of ideas by articulate sounds or words; the vocabulary particular to a nation, tribe, or people; the vocabulary appropriate to a particular science, profession, etc.; any method of communicating ideas by symbols etc. (Finch, s.d.: 826).*
- b) *The method of human communication, either spoken or written, consisting of the use of words in an agreed way; the language of a particular community or country etc. (Tulloch, 1993: 856).*

For the purposes of this study the definition of language will be accepted as being ‘*the communication of ideas by articulate sounds or words*’ and ‘*the method of human communication, either spoken or written, consisting of the use of words in an agreed way.*’ In other words, language is the tool for human communication.

1.2.2. Language Policy:

- a) *The term language policy here refers, briefly, to the policy of a society in the area of linguistic communication - that is, the set of positions, principles and decisions reflecting that community's relationships to its verbal repertoire and communicative potential (Schiffman, 1996: 3).*

Language policy refers to the decisions taken by language planners. Thus as Prator, cited in Olshtain (1989), says, language policy *involves decisions concerning the teaching and use of language, and their careful formulation by an authority which has the power to do so, for the governance of others.*

A language policy is that policy which determines what language will be used; how, when, where and for what purpose it will be used and who will use it. A formally documented (overt) policy is formulated by language planners, an informal (covert) policy is one that has evolved along with the society or institution and, although there is no documentation, it is accepted by the members of the society or institution as being policy.

1.2.3. Language Planning:

- a) *Language planning is understood as a set of concrete measures taken within language policy to act on linguistic communication in a community, typically by directing the development of its languages* (Bugarski, 1992: 18).
- b) *The commonly-accepted definition of language planning is that it refers to all conscious efforts to affect the structure or function of language varieties* (Tollefson, 1991: 16).

Language planning can therefore be seen as the process of formulating a language policy. It is the process of planning the function which language will fulfil and the direction it will take within a specific society/institution.

1.2.4 Education:

The process of educating; systematic training and development of the intellectual and moral faculties; instruction; a course of instruction (Finch, s. d.: 454).

- b) *The act or process of educating or being educated; systematic instruction (Tulloch, 1993: 468).*

For the purposes of this study education will be regarded as being the ‘*systematic training and development of the intellectual and moral faculties*’ or ‘*systematic instruction*’, i.e. the development of people as a whole.

1.2.5. Higher Education:

This is also referred to as ‘tertiary’ or ‘post secondary’ education and, as such, is education undertaken by a person who has successfully completed his or her schooling (grade 12). It is done in an institution of higher education.

1.2.6. Institution/ Organisation/ Society:

- a) Institutions *are relatively permanent socially constituted systems by which and through which individuals and communities gain identity, transmit cultural values, and attend to primary social needs (Ricento, s.d.: 413).*

- b) The word institution is defined as follows in Tulloch (1993): *a **society**¹ or **organisation**² founded esp. for charitable, religious, educational³, or social purposes* (p. 789).
- c) Tulloch (1993) gives the following synonyms for institution: *establishment, foundation, **society**⁴, company, **organisation**⁵, association, league, alliance, guild, school⁶, college⁷, academy⁸, university⁹, seminary* (p. 789).
- d) Tulloch (1993) defines the word organisation as follows *an organised body, esp. a business, government department, charity, etc.* (p. 1071).
- e) Tulloch (1993) also gives the following synonyms for organisation: *body, **institution**¹⁰, federation, confederacy, confederation, **society**¹¹, group, league, coalition, conglomerate, syndicate, organism* (p. 1071).

¹ Emphasis by author.

² Emphasis by author.

³ Emphasis by author.

⁴ Emphasis by author.

⁵ Emphasis by author.

⁶ Emphasis by author.

⁷ Emphasis by author.

⁸ Emphasis by author.

⁹ Emphasis by author.

¹⁰ Emphasis by author.

¹¹ Emphasis by author.



f) Tulloch (1993) defines the society as *a social community; the customs and organisation of an ordered community; an association of persons united by a common aim or interest* (p. 1473).

g) Tulloch (1993) also gives the following synonyms for society: *organisation*¹, *club*, *association*, *circle*, *league*, *institute*², *academy*³ (p. 1473).

For the purposes of this study the terms ‘**institution**’, ‘**organisation**’ and ‘**society**’ are used interchangeably. They can be seen as a group of people who are organised into a system which works to achieve common ideas and goals. It is also noteworthy that Tulloch uses ‘*university*’ as a synonym for ‘**institution**’ and ‘*academy*’ as a synonym for ‘**society**’.

1.2.7. Institutions Of Higher Education:

a) Universities and Technikons:

*A university/technikon*⁴ *is a social/educational*⁵ *institution which is brought into existence by a particular community; with its own language and culture, and who's (sic) service is its first priority* (Smit, s.d.: 5).

¹ Emphasis by author.

² Emphasis by author.

³ Emphasis by author.

⁴ Addition by author.

⁵ Addition by author.

The main function of any institution of higher education, in the case of this document universities and technikons, is to provide a high standard of education to the community in which it is situated.

1.2.8. Medium Of Instruction (MOI¹):

- a) *The language through which teaching and learning is conducted in a given educational institution* (NEPI, 1992: XI).

1.2.9. Dual Medium:

- a) *Refers to an educational situation in which each learner has to study through the medium of two languages* (NEPI, 1992: XI).

1.2.10. Parallel Medium:

- a) *Refers to schools/educational institutions² which have separate language streams* (NEPI, 1992: XI).

¹ The author is aware of the use of the term LOLT (Language of Learning and Language of Teaching as a synonym for MOI, but as her sources (including interviews) used the term MOI she felt it necessary to use this term to maintain scientific validity.

² Addition by author.

1.2.11. First Language (L1):

- a) *Commonly referred to as the 'mother tongue' or the language that a person knows best'; it is the language that a person learns first and/or chooses to identifies with* (NEPI, 1992: XI).

1.3. HYPOTHESES

- H₁:
- a) Current **covert** language policies, in institutions of higher education within South Africa, are not adequate and need to be reviewed. They need to be replaced by **overt** policies which have been carefully planned according to each institution's specific needs.
 - b) Current **overt** language policies, in institutions of higher education within South Africa, are not adequate and need to be reviewed. They need to be replaced by **overt** policies which have been carefully planned according to each institution's specific needs.
- H₂:
- a) Current **covert** language policies, in institutions of higher education within South Africa, are adequate and do not need to be reviewed. They do not need to be replaced.
 - b) Current **overt** language policies, in institutions of higher education within South Africa, are adequate and do not need to be reviewed. They do not need to be replaced.

1.4. METHOD OF STUDY

- A literature study of documents and publications dealing with language policy in general, as well as in higher education specifically, was done:
 - this information was processed and
 - the results were documented.
- Letters were sent to 34 institutions:
 - letters were sent to 34 institutions of higher education, within South Africa, requesting information on their existing language policies, as well as those currently being formulated,
 - follow-up letters were sent as reminders, where necessary,
 - questionnaires were sent to those institutions which responded.
- Interviews were conducted with:
 - representatives of higher education institutions,

- A comparative study was made of existing language policies and those in the process of being formulated (of the institutions which responded to the questionnaires) in order to gain insight into the current situation within South Africa and how institutions plan to/have address(ed) language issues.
- An analysis was made of all data collected by means of the questionnaires.
- Assistants helped the author analyse the data obtained from the questionnaires.
- The information collected by means of the questionnaires was documented.

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- An analysis was made of all data collected by means of the questionnaires.
- Assistants helped the author analyse the data obtained from the questionnaires.
- The information collected by means of the questionnaires was documented.

2. LANGUAGE POLICY

2.1. WHAT IS LANGUAGE POLICY?

2.1.1. Introduction

Language policy determines the way people use the languages available to them; in other words which language is used, for what purpose it is used, when it is used and by whom it is used. But more than just being a 'language' issue, it is an issue of belief and values. If a language is believed to be inferior or of a lower status than another, it will take a secondary position to the language which is considered superior, whether the language policy reflects this or not. Therefore *language policy is not just a text , a sentence or two in the legal code of a society¹, it is a belief system, a collection of ideas and decisions and attitudes about language* (Schiffman, 1996: 59).

No societies exist without a language policy, although many policies exist implicitly and in the absence of planning (Eastham, 1991: 96).

Very often language policies are not formally documented, but, within the particular society, there will be a code of conduct which regulates the use of language.

¹ Addition by author.

This may never have been planned and may even be unintentional, but the fact remains that, whether planned or not planned, no society operates without using language. Therefore no society operates without a language policy.

If however the language policy is a formal one which has been planned and documented *there is often¹ a difference between the policy as stated (the official, de jure or overt policy) and the policy as it actually works at the practical level (the covert, de facto or grass-roots policy)* (Schiffman, 1996: 59).

One of the reasons for the difference is that, historically, the majority of overt policies were enforced from the top-down. People in authority made a policy decision which was enforced on their subordinates. In many cases the policy made little or no allowance for the subordinates' dominant language.

Another occurrence is that *societies often² embrace covert policies and practice but often ignore or resist explicit ones - even if well intentioned and carefully implemented* (Ricento, s.d.: 416). This is because of 'top-down' policies.

¹ Addition by author.

² Alteration by author.

Covert policies usually evolve over a period of time and are developed in usage, in other words, the people using the policy are those who are developing it, whereas overt policies are usually developed by the authorities of the organisation (sometimes in collaboration with their subordinates, but usually not) and are then enforced on the whole organisation which may lead to resistance.

It is therefore essential that language policy is taken seriously and seen for what it is, a reflection of the beliefs and values of an organisation. It is also important that language policies be planned, but in such a way that there is a balance between the top-down and bottom-up approach.

A language policy has the potential to divide or unite, depending on the sensitivity with which it is handled.

2.1.2. Definition Of Policies

There are various types of language policies from which the language planners have to choose in order to formulate a relevant and applicable policy. Language planners, on the national as well as the local level, have an enormous responsibility because they are not only dealing with languages, but, in many cases, they are dealing with people's values, their culture and their heritage.

Choices have to be made as to which languages receive official status and which, if any, are merely tolerated. The policy may apply to the organisation as a whole or have jurisdictional limitations.

i) Policies Which Affect The ‘Whole’

a) PROMOTIVE POLICIES:

Promotive policies encourage the use of particular language(s) by constitutional, and legal (statutory) guarantees; devote and/or guarantee resources (money, personnel, space) for a language; specify and reserve domains of use (school, courts, administration) for a language; may be non-explicit, promoting one (or more) languages without explicitly mentioning them.

Overt promotion policies name the language or languages legal code, constitution, etc. and what the rights and territories of the language or languages (or of the speakers) shall be (Schiffman, 1996: 28).

In other words, one or more language(s) is/are promoted and supported at the expense of all other languages.

b) TOLERANCE POLICIES:

Tolerance policies allow the use of language usually without explicitly devoting resources, time, space etc. to them; no domains are reserved; can also be covert (not mentioning anything) or overt, openly stating and naming which language will be tolerated, perhaps with a time-limit) (Schiffman, 1996:29).

In other words, the language which is being tolerated has no official status and is not supported or promoted in any way by the authorities, it is merely tolerated because its users cannot be ignored (they may be a majority group or they may have financial and/or political power).

c) MIXED POLICIES:

Mixed policies may still tolerate language(s) of a minority, to ensure smooth functioning of polity/bureaucracy: for example, danger signs in four languages in the Singapore rapid transit system; drivers' licensing (written) tests in various minority languages in Washington State; social security information in many languages in the USA;

translation provided in court cases; schools using minority languages for transitional 'bilingual' education at their own expense, or paid for by parents. Few or no public resources are used to promote these languages, only to tolerate them, or make the state run more smoothly (Schiffman, 1996: 29).

This policy is a promotive policy which specifically promotes one or more language(s) and tolerates other language(s). The tolerance is visibly displayed. Although it does not promote the other language(s), it allows for its/their use in restricted domains. It therefore supports this/these 'secondary' language(s) but it/they have no official status.

d) EGALITARIAN POLICIES:

This policy may treat languages even or a small minority as totally equal, always placing both/all languages on equal footing, addressing all citizens as if bilingual/multilingual¹. (Schiffman, 1996: 29).

¹ Addition by author.

In other words, all languages in the particular society/institution are given equal status, they are promoted and supported equally, and all citizens/members are treated as if they are able to speak all of the languages which are promoted.

ii) Policies With Jurisdictional Limitations

The right to use a language may be reserved for, or restricted to a particular function within the polity/institution¹, for example, religious, military, bureaucratic, data-gathering (administration, correspondence, language of tuition²).

Or the right may be guaranteed only for a segment of the population, for example adults, but not children (graduates, but not under-graduates³) (Schiffman, 1996: 29). Language rights are discussed in more detail in chapter 2.3.

¹ Addition by author.

² Addition by author.

³ Addition by author.

The concept rights is, for the purpose of this study divided into two categories:

a) PERSONAL RIGHTS:

The state/institution¹ may allow (even guarantee) individuals the right to use the minority language in certain situations or territories. The right is portable and belongs to the person wherever he or she goes and interacts with organs of the state/institution² (Schiffman, 1996: 29)

From the previous statement it is clear that this right is unconditional, it is not affected by the situation or by the domain. 'Portable' indicates that one is free to use one's own language at any time and in any place.

¹ Addition by author.

² Addition by author.

b) TERRITORIAL RIGHTS:

The right to use a particular language may be restricted to a particular territory/area¹ within the polity/institution², or even certain domains within a restricted territory (Schiffman, 1996: 29, 30).

This is a conditional right. The right is determined by a particular situation or a condition which may exist within that particular situation.

iii) Official And Unofficial Policies

a) COVERT POLICIES:

This is when no formal policy has been documented. Although many countries (for example, the USA) and institutions (for example,

¹ Addition by author.

² Addition by author.

Mangosuthu Technikon) do not have a legally binding policy, it is accepted amongst their members that certain languages are used for particular functions in which other languages may be unacceptable.

Covert policies make no mention of any language in any legal document, administrative code, etc. Guarantees of linguistic rights must be inferred from other policies, constitutional, provisions, 'the spirit of the law', or just the fact that the legal code is composed in a certain language and not another, etc. The terms implicit, unstated common law, de facto, traditional, customary, grass-roots all refer to covert policies¹ (Schiffman, 1996: 30).

a) OVERT POLICY:

This refers to a document which has been compiled by the authorities of a country or institution to regulate the use of language in their jurisdiction. It determines what languages are used.

¹ Addition by author.

Overt policies state explicitly the rights of any or all linguistic groups to the use of their language in whatever domains they specify. Overt policies strongly guarantee the freest tolerance policy, since they overtly state what is tolerated. The terms explicit, specific, de jure, constitutional, and statutory all refer to overt policies¹. (Schiffman, 1996: 30).

2.1.3. The Purpose Of Language Policy

The purpose of language policy should not be to divide, but to unite.

Recognising that there is a certain amount of complexity brought about by linguistic differences, policy planning must be sensitive to the unifying effect of language itself, as it is spoken, read, and written, and the unifying content which may be conveyed through different languages (Ramos, 1967: 18).

In the past many policies were used as barriers between people, separating one group from another by means of a language or putting one group at a disadvantage because they could

¹ Addition by author.

not use the language(s) laid down by policy. Those who could use the official language(s), as stated in the policy, were placed at an advantage. An example of this can be seen in the language policies of South Africa prior to 1994, refer to chapter 3.2.

To rectify this, a modern *language policy should contribute to the elimination of existing social, economic, ethnic and political contradictions and also counter the development of new antagonisms* (Heugh, 1995b:40).

Language policy should not be used as a weapon in the political arena but as an instrument of reconciliation in every area of society.

The most important goals of language policy are to promote unity, entrench democracy, promote multilingualism and tolerance towards linguistic and cultural diversity and promote economic development (Frost and Mpofu, s.d.: Internet).

2.1.4. The Language Policy Process

i) The Democratic Process

The process of language policy decision-making must be consultative and democratic (Lockett, 1995: 75). In other words, the process must be a transparent¹ one where all parties who have a stake in the country, or institution, and who want to participate in the process be consulted.

Reagan (1990) points out that a language policy is unlikely to be successful without the active support and participation of the community toward which it is directed (p. 180).

Most people have difficulty accepting something if they do not understand it and/or the reason for it. This is true of language policy. If the community for which

¹ TRANSPARENT - open, no hidden agendas, clear for all to see.

the policy is being developed has no insight into the process or the reason for a policy, they will tend to be more resistant than if they knew and understood the reason for a language policy and were actually involved in the process.

What is needed are language policies devised in consultation with and with the support and involvement of those they are intended to serve (Reagan, 1990: 183).

Involving all stakeholders¹ does not guarantee success, but it does reduce resistance, both to the formulation and the implementation of the language policy.

ii) Implementation

It is not uncommon when a language policy is being implemented that the language in question cannot fulfill all its prospective roles the minute the policy is in effect. When this is the case, often technical language, scientific terms, philosophical and religious concepts, and the like have to be expressed for some time in a different language, foreign or second.

¹ STAKEHOLDERS - people, or groups of people, with an interest in the institution or country



Not only do special lexical items need to be added to the language being modernised so that it can play a number of roles, but also ways need to be found to express certain concepts or perceptions of logic and order that may never before have been expressed in the language (Passim, 1968: 447, 448).

This should, however, not be used as an excuse to exclude a particular language from the language policy, it should rather be seen as an incentive to the speakers of that particular language to get involved in the process of developing their language.

An African example: *Beban Chumbow, a leading figure in language policy and planning debates in Africa, draws attention to the need for 'indigenous knowledge' and international science and technology to be integrated in Africa through indigenous African languages. He argues that science and technology cannot be appropriate if it remains in non-African language, as 80% of Africans do not speak any of the languages in which the technology was first conceived* (Heugh, 1995b:98).

Chumbow's (1995) suggestion is that *'language planning committees' should be set up for the various African languages to develop relative and appropriate*

terminology on various themes in the areas of science and technology thereby constituting thematic glossaries in areas like health, food and nutrition, agriculture, forest and environments, etc. (p. 19).

The implications for the elaboration of African Languages is that this should take place via two routes (bottom-up and top-down) which converge. Elaboration needs to be addressed in the national plan for languages in the country, and the national plan for languages needs to encourage and be informed by the bottom-up processes such as those embarked upon by teachers (Heugh, 1995b: 98). This is discussed in more detail in chapter 3.2.

2.2. THE ROLE OF LANGUAGE PLANNING IN FORMULATING LANGUAGE POLICY

2.2.1. Introduction

To understand the role which language planning plays in language policy formulation one needs to understand the difference between language planning and language policy.

What is the difference? *Most writers see language policy as a sub-set of language planning, which refers to governmental efforts to change the status (and, if necessary, structure) of a language.* (Tollefson, 1989: 24).

For example, powerful people in institutions such as universities and workplaces often have quite considerable freedom to decide upon and enact language policies within their own domains. Language policy-making, then, implies the authority to enact a policy within a particular domain (Hughes, 1994: 2).

Language planning is the decision-making process by which a language policy is formulated. It is all of the activities which go into planning a policy.

On the other hand, a language policy is that which regulates the use of languages in an institution. It is what regulates language usage.

Language planning is essentially a future-orientated activity and can be regarded as a self-fulfilling prophesy, because the goal is envisaged and then worked back from the implementation stage to the initial step taken.

2.2.2. What is Language Planning?

Language planning can be defined in a number of ways. For example, Bamgbose (1986) as quoted in the Langtag draft report (1996), defines it as *a government-authorized, long term sustained and conscious effort to alter a language itself or to change a language's functions in a society for the purpose of solving communicaitons (sic) problems.*

Therefore language planning is a plan implemented by an authority (nationally or locally) which determines language usage.

Mansour (1993) describes it as *a rather delicate tool which, in the hands of specialists, may produce results beneficial to society. It is an interdependent set of procedures which involve different kinds of specialists and which must be carried out in a certain sequence. Formulating a language policy is part of this procedure but, contrary to current practice in Africa, it is not or should not be the first step. A policy decision taken without prior sociolinguistic surveys and their scientific analysis is likely to be arbitrary, and no amount of subsequent efforts can save it from failure.*

Furthermore, language policy decisions should fit into a framework of larger social goals for which a consensus has been reached. The more technical aspects of

language planning (devising a writing system, formulating grammatical rules, compiling dictionaries, modernising the vocabulary through borrowing and coining, etc.) are less likely to be problematical because these are the undisputed province of language specialists. Political motivations may once again enter the field at the level of promotion, evaluation and implementation and distort the results. In other words, the outcome of language planning can never be guaranteed to correspond to the initial stated goal (p. 131).

Language planning implies changing the current usage of a language(s) due to problems in the existing system, it *refers to deliberate and conscious efforts by a government/authority¹ to alleviate language problems and to recognise one or more languages as official languages or media of instruction (Phaswana, 1994: 3).*

This is a 'top-down' approach (refer to chapter 2.1.) to language planning, which may not always be successful but, although governments/authorities do not, and should not, always initiate language planning, they need to be involved in the process if it is to be a valid and successful one. They have to approve it for it to be official.

Language planning seeks to provide conscious alternative decisions and anticipate their consequences, making use of available resources that can be used to solve language problems that involve a change in the language behavior of a group of people (Eastman, 1992: 135).

¹ Addition by author.

Language planning may also be implemented in order to make improvements to the existing situation (language practice), therefore not changing it completely but rather making adjustments or alterations to it.

Tauli (1974) conceives of language planning as a methodical way to improve and regulate existing languages for a nation or a region, or even to devise new international languages.

Language planning may be summed up as referring to *public policy decisions aimed at solving problems relating to language use, status and development in a sociopolitical context* (Beukes, 1991: 64).

2.2.3 The Process Of Language Planning

*Language planning involves public decisions about language, its use, status, and development - decisions which have overwhelming significance socially, economically, **educationally**¹ and politically for both the society and the individual.*

Language planning cannot be separated from social, political, economic and ideological concerns, nor would it be appropriate to attempt to do so (Reagan, 1990: 78).

¹ Emphasis by author.



The national language policy, which in the case of South Africa is stated in the Constitution, affects that of all the institutions within the nation. This includes all institutions of higher education. Therefore language planning for the country will affect language planning in each institution and the language policy of each institution will be a reflection of the national policy.

Three very important characteristics of language **planning** are:

- 1) *language planning is a conscious and deliberate activity;*
- 2) *language planning is future-orientated; and*
- 3) *language planning involves choices, and the decision-making processes involved in making these choices (Reagan, 1990: 178).*

Eastman (1991) states that *the two major components of a language plan¹ are*

- 1) *the policy to be followed, and*
- 2) *the choice of language or languages to which the policy relates (p. 7).*

He goes on to add: *a third component of planning is the evaluation of both policy and choice (p. 7).*

¹ Emphasis by author.

The ‘*choice of language(s)*’ is the what of the policy- what will be implemented - the ‘*policy to be followed*’ is the how - how is this policy going to be implemented. In other words, by whom, when, where and for what purposes will the policy be implemented. These two components form part of the initial planning. Although ‘*evaluation*’ is not done in the initial stages, the language plan has to make allowances for it and needs to place it within an appropriate time frame.

Language planning, to a great extent, is the decision-making done by a speech community to carry out the intents, purposes, and goals it has for language. Language that is planned is altered in some way (purified, reformed, standardised, revived, modernised) to enhance communication within and between nations and to encourage feelings of unity and solidarity. All plans, regardless of their function (type), involve:

(1) *LANGUAGE CHOICE:* *by selecting the language(s) to be planned.*

(2) *POLICY FORMULATION:* *by articulating the plan through a planning agency or authority.*

(*DETERMINATION:* *by deciding on the plan’s purpose)*

(3) *POLICY CODIFICATION:* *usually by technically preparing the formulated and determined policy.*

(4) *POLICY ELABORATION:* *by extending what has been technically prepared (that is, the formulated language change) to all areas where the change is intended to take place.*

(5) *POLICY IMPLEMENTATION:* *by putting into effect the planned change by the planning authority or agency.*

(6) *POLICY EVALUATION:* *by assessing the whole plan (steps 1-5) to see where changes might be needed to ensure that communication is enhanced and unity and solidarity achieved, that is, whether language planning has worked (Eastman, 1991: 206).*

One aspect that is vital to the success of a language plan is whether or not the plan builds unity and solidarity, as this is the main purpose of any language plan.

On closer investigation of Eastman's 6 'steps' (1991) of a language plan, one will see that *the policy aspect of language planning relates to:*

1) *FORMULATION of the **policy**¹ by setting its goals* (p. 12).

¹ Emphasis by author.

This is the decision making part of the policy. Deciding on what the goals of the policy are, for example, what language(s) will be used, for what purpose(s) it/they will be used and by whom it/they will be used.

- 2) *CODIFICATION of the **policy**¹ by setting out strategies for the practical achievement of the goals* (p. 12).

This is the documentation of the decisions which have been made regarding the language policy.

- 3) *ELABORATION of the **policy**² by seeing that the language(s) involved may be extended into the arenas specified by the policy goals* (p. 12).

This is determining whether the language(s) is/are suited for the purpose(s) for which it is/they are intended, in other words, is the policy practicable.

- 4) *IMPLEMENTATION of the **policy**³ by providing the authoritative backbone to achieve the goals and the motivation for the use of the language(s)⁴ of the policy by the people affected* (p.12).

¹ Emphasis by author.

² Emphasis by author.

³ Emphasis by author.

⁴ Addition by author.

This is the ‘active’ part of the policy, the part in which the policy is utilised.

The authorities, who have documented the policy, hand it to the community (who, in the ideal situation, had a role in its formulation) and give their backing to it so that the community is encouraged to utilise it.

Before a language policy can be formulated, codified, elaborated, and implemented, and before a language plan can be said to be, the policy makers need to choose the language(s) that the policy and plan refer to. ‘Step’ one in Eastman’s ‘steps’ of a language plan¹ (p.12).

In education, particularly higher education, these ‘choices’ need to be made in the following areas:

- 1) MOI,
- 2) language(s) to be taught as subjects,
- 3) language(s) of evaluation (including language(s) used for assignments, orals, tests and exams),
- 4) language(s) of administration (both language(s) of verbal communication and language(s) of documentation),

¹ Addition by author.

- 5) language(s) of correspondence and
- 6) language(s) to be used at social functions (both formal and informal).

2.3. LANGUAGE POLICY IN SOUTH AFRICA: AN OVERVIEW

2.3.1. Introduction

This chapter deals with the South African situation as a whole and the author felt it necessary to include it as it puts the higher education sector (within South Africa) into perspective.

2.3.2. South Africa's Linguistic Diversity

South Africa is a multilingual country.

This becomes clear when one looks at the number of languages spoken in this country, as well as the number of speakers of each language. Table 1, taken from NEPI (1992: 22), illustrates this.

i) Table 1: Languages of South Africa

<i>Languages</i>	<i>Number of Speakers</i>	<i>% of Population</i>
Previous¹ official languages		
<i>Afrikaans</i>	<i>6 188 981</i>	<i>15.66%</i>
<i>English</i>	<i>3 432 042</i>	<i>8.68%</i>

¹ Alteration by author - the original uses 'present'.

<i>Nguni languages</i>		
<i>Ndebele</i> ¹	799 216	2.02%
<i>Swazi</i> ²	926 094	2.34%
<i>Xhosa</i> ³	6 891 358	17.44%
<i>Zulu</i> ⁴	8 541 173	21.61%
<i>Sotho languages</i>		
<i>North Sotho</i>	3 437 971	8.70%
<i>South Sotho</i> ⁵	2 652 590	6.71%
<i>Tswana</i> ⁶	3 601 609	9.11%
<i>Tsonga</i> ⁷	1 349 022	3.54%
<i>Venda</i> ⁸	763 247	1.93%

¹ *Ndebele* is referred to, in both the interim constitution and the constitution, as ‘isiNdebele’.

² *Swazi* is referred to as ‘siSwati’.

³ *Xhosa* is referred to as ‘isiXhosa’.

⁴ *Zulu* is referred to as ‘isiZulu’.

⁵ *South Sotho* is referred to as ‘Sesotho’.

⁶ *Tswana* is referred to as ‘Setswana’.

⁷ *Tsonga* is referred to as ‘Xitsonga’.

⁸ *Venda* is referred to as ‘Tshivenda’.

<i>Other languages¹</i>	
<i>Dutch</i>	<i>11 740</i>
<i>German</i>	<i>40 240</i>
<i>Greek</i>	<i>16 780</i>
<i>Italian</i>	<i>16 600</i>
<i>Portuguese</i>	<i>57 080</i>
<i>French</i>	<i>6 340</i>
<i>Tamil</i>	<i>24 720</i>
<i>Hindi</i>	<i>25 900</i>
<i>Telegu</i>	<i>4 000</i>
<i>Gujerati</i>	<i>25 120</i>
<i>Urdu</i>	<i>13 280</i>
<i>Chinese</i>	<i>2 700</i>
<i>Other</i>	<i>22 740</i>

From this one can see that English and Afrikaans are spoken by less than 25 per cent of all South Africans as their home language/first language/mother-tongue.

¹ The original document does not state the *percentage of population for other languages*.

The speaking knowledge of English and Afrikaans in South Africa, according to Schuring (1993), is as follows:

- speak no English and no Afrikaans - 48%
- speak English and Afrikaans - 32%²

On considering these figures, which were recorded during or before 1993 by two different sources (as mentioned above), a specific point is highlighted. Although English and Afrikaans were not spoken or even understood by 48% of the population, they were used as official languages in the country until the interim constitution was implemented, in 1993. This indicates the problem that existed with the language policy before 1993.

Almost half of the inhabitants of the country were unable to express themselves in the two languages with official status and the African languages, which were spoken by 75% of the population were not recognised in any official capacity. This requires further investigation which is done in section 3.1.

¹ This is a sum of 80%, the other 20% speak only English or only Afrikaans.

2.3.3. The Past

The tendency in the past, within South Africa¹, was to deliberate on the language rights of mainly English and Afrikaans, thus projecting a fallacious impression that South Africa is a bilingual state when in fact it is very much a multilingual country. (Swanepoel, s.d.: 29). Evidence of this was provided in chapter 3.1.

Reagan's (1990) description of the situation reiterates this. He states that *by western standards the linguistic diversity present in South Africa is daunting, to say the least. The language situation in South Africa is characterized not only by the variety of African, Indian, Asian and European, languages that coexist, but also by developing varieties of these languages (including the koine (sic) languages of the townships, the Afrikaans of the so-called 'coloured' population, and several varieties of South African English). There are also two languages, Arabic and Hebrew, used almost exclusively for religious purposes. Finally, there are the various natural sign languages used by the different deaf communities in South Africa* (p. 179).

This is not only true of South Africa today, but it has been for hundreds of years. The 'tower of Babel' phenomenon began with the meeting of the Khoi and the San tribes from the south, the Bantu tribes from the north and the European 'tribes' from over the ocean and has multiplied into the multilingual country which is today South Africa.

¹ Addition by author.

When South Africa began to develop so did language policies. Initially they were covert, but became overt as governments developed and established themselves. They were the *British colonial and apartheid governments*. Their¹ *language policies favoured the development of language attitudes akin to the political attitudes of fostering exclusivism and prejudices* (Prinsloo et al., 1993: 141).

The language preferences of those who governed the country became the official languages. During the time of British rule English was promoted (and treated as official) while *during the apartheid era compulsory bilingualism in English and Afrikaans was rigidly required and maintained through legislation in all spheres*² (they were the official languages) including education³. *Bilingual proficiency was*⁴ *required for civil service jobs, for example, and a pass in both English and Afrikaans was*⁵ *needed to gain the matriculation certificate* (Hughes, 1994: 19).

The latter is an example of how the country's language policy affected that of the language policy within education.

Prinsloo (et al., 1993) states that *in terms of sections 35, 89, 90, 91 and 99 of the Republic of South Africa Constitution Act, No. 110 of 1983, Afrikaans and English*

¹ Addition by author.

² Emphasis by author.

³ Addition by author.

⁴ Alteration by author - the original uses 'is'.

⁵ Alteration by author - the original uses 'is'.

were¹ *the official languages of the central government, the provincial authorities and the local authorities* and thus the only recognised languages of communication² (p. 239).

2.3.4. Language Rights

The question of rights, and specifically of language rights, is a central one in the development of language policies, and one which will have to be resolved if language policy in South Africa is to play a positive role in the emergence of a more just and humane society (Reagan, 1990: 181).

The Interim Constitution of 1993 (and the Constitution of 1996) recognises language as being a right that needs to be protected, as can be seen in the following:

- *The Constitution makes it clear that language is one of the fundamental rights of man: 'Every person shall have the right to use the language of his or her choice' (article 31).*

Each person also has the right to equality before the law and no person shall be unfairly discriminated against, directly or indirectly, on the grounds of language (article 8).

¹ Alteration by author - the original document stated 'are'.

² Addition by author.

- *regarding education, each person has the right 'to instruction in the language of his or her choice where this is reasonably practicable (article 32).*
- *The Constitution provides that each person, wherever practicable, shall have the right to insist that the State should communicate with him or her at national level in the official language of his or her choice (article 3(3)) and at provincial level in any provincial official language (article 3(6)) (Prinsloo et al., 1993: 239)*

The Constitution has levelled the playing field. It is now up to individuals and institutions to apply the rules of the game.

2.3.5. The Present

i) Introduction

A great deal of planning on all levels is at present taking place in aid of the New South Africa (Beukes, 1991: 64). This is no less true in the field of language policy, and language planning is a means to an end, the policy itself.

The question had been asked “Can language be planned?”

Reagan's (1990) response to this is that *in the South African case the question is no longer **whether**¹ language can be planned, but rather, **how**² and **by whom**³ language will be planned.*

*The important issue for language planning and language planners in South Africa is ultimately **how**⁴ the planning is to be done, and **by whom**⁵ it is to be done. The **how** and **by whom** relates to the bottom-up or top-down approaches. A bottom-up approach involves the community - in the case of education this includes teachers - the top-down approach does not consult with the community, or teachers. But, it must be kept in mind that⁶ *language planning is unlikely to be successful without the active support and participation of the community toward which it is directed* (Reagan, 1990: 178, 180). The author agrees with this statement as research has indicated that a 'top-down' approach usually results in resistance to whatever is being 'forced' from above. If people are not involved in decisions which affect them as individuals or as a community, they usually do not accept ownership of the decisions and may ignore or even resist them, thus making the implementation of such decisions unsuccessful or very difficult.*

¹ Emphasis by author.

² Emphasis by author

³ Emphasis by author.

⁴ Emphasis by author

⁵ Emphasis by author

⁶ Addition by author.

Language planning is of the utmost importance in any complex, multilingual society. Language planning for the complex South African situation is of course complicated by the fact that, being a developing country, South Africa faces immense issues in the field of education. Planning of language teaching is regarded as one of the important areas of language planning activity. (Beukes, 1991: 64).

Language planning and education can not be separated. A country can not have a successful national language policy without a successful educational language policy. The reason being that the language in education policy determines which language(s) will be taught and learnt, thus determining the population's proficiency in each language.

ii) Noteworthy Occurrences¹

There have been numerous noteworthy occurrences in the field of language policy and planning over the past few years and each would require a study of its own to do it justice. Thus, for the purposes of this study, the following will be discussed:

¹ The documents discussed in this section are quoted verbatim. The numbering is done according to the original document. Only the sections (of the original document) which are relevant to this study, are discussed.

a) THE INTERIM CONSTITUTION:

On the 10th of November 1993 an ANC proposal that all major indigenous languages be elevated to official status was accepted by the National Party (Hughes, 1994: 23).

This was the first step to formulating a new national language policy for South Africa.

Article 3 of the 1993-Constitution (Interim Constitution¹) contains the end agreement concerning language policy for the term until 1999. It was formed during the last days of the Multiparty Conference at Kempton Park. (Oliver, 1993: 10).

The author wishes to focus on specific sections in **Article 3** of the Interim Constitution, as recorded by Oliver (1993).

3.(1) Afrikaans, English, isiNdebele, Sesotho sa Leboa (Sepedi²), Sesotho, siSwati, Xitsonga, Setswana, Tshivenda, isiXhosa and isiZulu, are the official South African languages at national level, and

¹ Addition by author

² *Sesotho sa Leboa* is referred to, in the constitution, as 'Sepedi'.



circumstances must be created for their development and for the promotion of their equal usage (p. 10).

South Africa now has eleven official languages which more accurately reflects the multilingual nature of the country than the previous policy of two official languages.

Article 3(9) and 3(10) are mentioned as they relate to PANSALB, which is discussed in more detail in section (b). They are discussed in the light of the topic of this study, higher education.

(9) Legislation, as well as official policy¹ and practice, with relation to the use of languages at any governing level is subject to and founded on the determinations of this article and the following principles:

(a) The creation of circumstances for the development² and for the promotion of the equal utilisation of all the official South African languages; (p. 10).

¹ Emphasis by author.

² Emphasis by author.

Education institutions have an important role to play in this process as they are the main sources of language teaching and learning within a country, and have the potential to develop languages through the learning process.

The development of languages, particularly African languages¹, is essential at this point in time in order to realize the ideals laid out within the Constitution.

(b) The expansion of rights with regard to language and the status of languages which, on inception of this Constitution, were restricted to certain regions; (p. 10).

In education this may affect the MOI and the way in which classes are presented in the particular MOI. The attitudes which both educator and learner have towards this/these language(s) may affect the way the MOI is/are used in a classroom/lecture hall.

(d) The promotion of multilingualism and the provision of translation facilities; (p. 10).

¹ This view is held by the author due to the neglect which these languages previously suffered.

This should occur in classroom/lecture hall situation but must also be encouraged on a social level outside of the classroom/lecture hall. This may be done by stimulating interaction between various students within the lecture hall by assigning group work or having group or class discussions.

(e) Nurturing respect for other languages, other than the official languages, which are spoken in the Republic, and motivating the usage of them in applicable circumstances;
(p. 10).

An example of how this may be achieved would be to teach people how to use sign language.

(f) Not decreasing rights in regard of language and the status of languages which existed on inception of this Constitution
(p. 10).

Thus English and Afrikaans retain their 'right' to be used as languages of instruction.

(10)(a) Provision must be made, by Parliamentary Act, for the inception, by the Senate, of an independent

Pan South African Language Board (PANSALB¹) to promote the principals (sic) stated in sub-article (9) and to promote the development of the official South African languages (p. 11).

All eleven languages in article 3(1) are the official languages at national level as of 27 April 1993.

The Multiparty Conference at Kempton Park decided to, within two years of the date of the first sitting of the National Meeting (27 April 1993²), draw-up and adopt a new constitutional text. For this purpose the National Meeting and Senate acted³ together as the Constitutional Meeting. The new constitutional text will however be implemented at the time of the second general election, in 1999 (p. 11). This is true of all of the articles in the new South African Constitution, which is discussed in section (d).

¹ Addition by author.

² Addition by author.

³ Alteration by author - the original uses 'will act'.

b) THE PAN SOUTH AFRICAN LANGUAGE BOARD
(PANSALB)

In response to section 3(10) of South Africa's Interim Constitution, 1993, the President, Dr. Nelson Mandela, implemented the following act on 4 October 1995, as recorded by the South African Communication Service on the Internet (1996):

ACT

To provide for the recognition, implementation and furtherance of multilingualism in the Republic of South Africa; and the development of previously marginalised languages; to establish a Pan South African Language Board; and to provide for matters connected therewith (p. 1)

The goals of the Board are found in section 3 of the Act, which states that:

3. The Board shall have the following objects (sic):

(a) To promote respect for and ensure the implementation of the principles referred to in section 3(9) of the Constitution¹.

(b) To further the development of the official South African languages; (p. 3)

This may be done in institutions of higher education specifically by using them as MOI or teaching them as subjects.

(c) To promote respect for and the development of other languages used by communities in South Africa, and languages used for religious purposes; (p.3).

Within education one can promote respect for such languages by giving people the opportunity to learn them, speak them (both inside and outside the lecture hall) and learn about the people who speak them..

¹ These were discussed under the Interim Constitution (refer to section {a}) and therefore will not be repeated here.

(d) To promote knowledge of and respect for the other provisions of and the constitutional principles contained in the Constitution dealing directly or indirectly with language matters; (p. 3).

This should be addressed in primary and secondary education and be further developed in higher education. It should be introduced to the people of the country at as early an age as possible, as respect is something that is earned and therefore takes time to develop, the younger one learns of something, the more time one has to develop respect for it.

(e) To promote respect for multilingualism in general; (p. 3).

This may be done by introducing people to the culture of people who speak languages other than their own, as well as to the people themselves. This may, inter alia, be done by means of mother tongue (L1) speakers teaching the languages in formal situations and using them in social situations.

It is unclear from this act how all of these goals will be attained and the parameters of the Board are not clearly laid out.

Members of the Board are¹ obliged to act impartially and independently. The Board and its members are² subject to the constitution and are³ answerable to Parliament.

Government did⁴ not abrogate⁵ responsibility for language planning: the State Language Service facilitated⁶ the work of an advisory committee, LANGTAG, which presented⁷ a report on language planning to the minister of Arts, Culture, Science and Technology in July 1996 (Heugh, 1992: 20). LANGTAG, and its final report are discussed in detail in the next section (c).

¹ Alteration by author - the original uses 'will be'.

² Alteration by author - the original uses 'will be'.

³ Alteration by author - the original uses 'will be'.

⁴ Alteration by author - the original uses 'is not'.

⁵ Alteration by author - the original uses 'abrogating'.

⁶ Alteration by author - the original uses 'is facilitating'.

⁷ Alteration by author - the original uses 'is to present'.

Chief Justice Corbett swore¹ in the members of the Pan South African Language Board at 12:00 on Wednesday 24 April 1996 (Internet, 1996: 1).

c) LANGUAGE PLAN TASK GROUP (LANGTAG).

As stated in the above section, dealing with PANSALB, the government set out² a language planning task group to counter what it said³ was a definite tendency toward unilingualism in South Africa.

Arts and Culture Minister Dr Ben Ngubane said the group, known as Langtag would advise his ministry on policy and on developing a coherent national language plan as a matter of urgency.

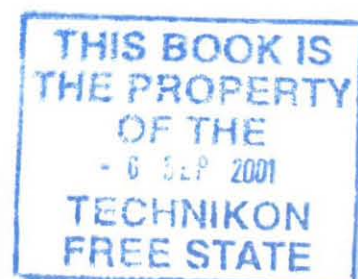
Educationist Dr Neville Alexander was⁴ elected chairman of the eight member group (Sapa, 1995: 1). There were various sub-committees which dealt with particular language issues. For the purposes of this study the LANGED committee (the sub-committee on education) will be discussed in detail in chapter 3.2.

¹ Alteration by author - the original uses 'will officially swear'.

² Alteration by author - the original uses 'has set out to'.

³ Alteration by author - the original uses 'says is'.

⁴ Alteration by author - the original uses 'had been'.



In the announcement of the establishment of LANGTAG, 12 December 1995, *the Minister pointed out that LANGTAG was¹ to be a policy advisory group to his Ministry (which is the Government's executive arm on language matters) and should in no way be confused with the Pan South African Language Board* (Alexander, 1996(b): i).

The Final Report, presented to the minister on 8 August 1996, contains the following short and long term measures, the author has chosen to mention only those which are relevant to this study. The numbering is as found in the original:

SHORT-TERM MEASURES

3. *Enjoin the political, economic and cultural leadership to use the African and other marginalised languages on important and prestigious occasions.* (p. 2).

The question may be asked 'When is an occasion "*important and prestigious*" and who decides this?'. In an institution of higher education this may include events like graduation ceremonies, seminars, conferences and exhibitions.

¹ Alteration by author - the original uses 'is'.

5. *Use incentives to encourage employers and employees in both the private and public sectors to learn additional languages, especially those which would help to improve efficiency and productivity in the workplace (p. 2).*

Firstly, effective programmes need to be developed which will equip people to learn a new language successfully.

6. *Promote the use of languages other than English and Afrikaans in new domains and in higher-status functions, for example at universities and technikons (p.3).*

This may be seen as referring to MOI , linguistic and lexicon development and other such developments. The author would like to note that this is in keeping with the principles stated in the Constitution of South Africa.

8. *Review all language curricula at educational and training institutions with a view to making syllabuses relevant, inspiring and articulated with the career paths of the learners. This is particularly important in the case of training courses for interpreters and translators (p.3).*

Communication/language is an important aspect within higher education and the presenters of **all** courses need to consider the role of

communication within the careers for which they are preparing their students and the communication/language competency of their students.

10. Establish, or support the establishment of, pilot projects in all areas where such projects are essential before the relevant department or provider can implement on a large scale. For instance, pilot studies or projects on teaching methods in multilingual classrooms and the most feasible multilingual educational options under different circumstances are essential before large-scale educational planning can take place.

Whenever possible, establish partnerships between Government and NGOs¹ for these and other purposes connected with the promotion and implementation of the National Language Plan (p.3).

The author supports this statement and would like to see it come to fulfillment as it is essential within not only South Africa of today, but the world of tomorrow. The classroom/lecture hall is becoming an ever-increasing multilingual environment and new methods of teaching and learning need to be developed. Change is inevitable and education needs to keep up with a changing world.

¹ NGO is the abbreviation for 'Non Government Organisation'.

Pilot studies are a common-sense approach as they provide vital information which can be utilised when taking the issue of a multilingual class on a larger scale, when something is small, it can more easily be adapted to suit a changing situation and it is more economically viable to start small so that mistakes and changes are less costly.

11. Expand State and State-supported provision of adult basic education and training. Implement innovative strategies to overcome the funding crisis that is threatening this sector (p. 3).

The existing institutions of education, particularly technical/community colleges, may be utilised in this case. The infra-structure is already in place and simply needs to be harnessed and steered in the right direction.

15. Prioritise language needs and ensure that adequate funding is available for the promotion of the Government's language policy (p.4).

This is a difficult measure to implement as language priorities may differ from language user to language user (it is unclear who would prioritise language needs) and money is not always available for issues such as language policy. The question may be asked 'What is adequate funding?'

1. *Establishing appropriate and accurate demographic statistics, language maps and¹ language surveys for South Africa. These should be updated at regular intervals (p. 5).*

These are important to have when deciding what language(s) will be used in what region and for what purpose(s). In other words these are used to make informed decisions about language issues.

4. *Eradicate illiteracy by giving maximum support for well-planned literacy campaigns and ongoing basic education projects, particularly in the African languages and SASL² which have as their focus the improvement of literacy acquisition methods (p. 5).*

Once again this is an issue of education. Institutions of education have the existing infra-structure and expertise which are needed. They simply need to be utilised correctly.

7. *Establish feasible time-frames for the development and use of marginalised and disadvantaged languages in high-status functions.*

¹ Addition by author.

² SASL is the acronym for 'South African Sign Language'.

*For example, we¹ should be able to stipulate that by the year 2010, it **must**² be possible for a Matric student to offer his or her exam in **any**³ of the South African languages (p. 5).*

The ‘*any*’ mentioned in this paragraph indicates more than just the official languages and it is unclear if this includes all the languages spoken in South Africa, of which there are more than 24. The author does not agree that this is a ‘*realistic target*’ as it would not be practical or economically viable to offer education in 24 or more languages. The author also questions whether this is a ‘*realistic*’ time frame.

From the measures mentioned above it is clear that education plays a vital role in developing and maintaining the languages within South Africa, as well as increasing awareness of language issues.

As such the role of education, and particularly higher education, needs to be clearly emphasized as a vital one. Thus education is vital to language and language is vital to education.

¹ *We* is kept from the original document as it refers to LANGTAG.

² Emphasis by author.

³ Emphasis by author.

d) THE CONSTITUTION (Act 108 of 1996)

Article 6 deals with the language policy of South Africa and is discussed in this section to establish the context within which South African institutions of higher education's language policies will occur.

Article 2.29. deals specifically with language in education policy and is discussed in chapter 3.2.

6.(1) The official languages of the Republic are Sepedi, Sesotho, Setswana, siSwazi, Tshivenda, Xitsonga, Afrikaans, English, isiNdebele, isiXhosa and isiZulu (p. 4).

The languages, and number of languages, remain as stated in the Interim Constitution, of 1993.

(2) Recognising the historically diminished use and status of the indigenous languages of our¹ people, the state must take practical and positive measures to elevate the status and advance the use of these languages (p. 4).

¹ The author has chosen to maintain the use of *our* as altering it would detract from the text.

Once again education has an important, and substantial, role to play in this area and therefore responsible choices have to be made within language planning and formulation of language policy.

Sub-articles 3 and 4 deal directly with government bodies and will therefore not be discussed in this study.

Article 6.5. deals with PANSALB, but as it has already been established, the Constitution of 1996 states what its role is in clearer and more definite terms.

(5) A Pan South African Language Board established by national legislation must -

*(a) promote, and create conditions for, the **development**¹ and use of -*

(i) all official languages;

(ii) the Koi, Nama, and San Languages; and

(iii) sign language; and

¹ Emphasis by author.

(b) *promote and ensure **respect**¹ for -*

(i) all languages commonly used by communities in South Africa, including German, Greek, Gujarati, Hindi, Portuguese, Tamil, Telegu and Urdu; and

(ii) Arabic, Hebrew Sanskrit and other languages used for religious purposes in South Africa (The Constitution, 1996: 5).

From article 6.5. it becomes clear what the role of PANSALB is. Firstly, it is to promote the **development** of the languages mentioned in section (a). This implies a pro-active approach to these languages. Resources will be utilised in order to increase their use as well as their ability to be used. Secondly, it is to promote **respect** for the languages mentioned in section (b). This does not refer to changing the languages, but rather to changing the way people view these languages, their attitudes towards and beliefs about them.

To what extent the eleven official languages will really be used in certain official domains will depend, to a great extent, on the language attitudes of the speakers.

¹ Emphasis by author.



The law can only create an opportunity to use a language but cannot force people to use it (Cluver, 1995: 7).

The Government has laid down a national language policy for South Africa, but it is the people of this country who will either enforce or ignore it, making whatever they choose 'language practice'.

2.3.6. The Future

Reagan (1990) asks one of the most frequently asked questions within South Africa at present: *"And what of the future?"* (p.179).

In regard to the issue of language his answer is *"At least in the short-term, the language situation is likely to remain for the most part unchanged."* (p. 179). The overt language policy has been re-written and changed in the form of article 6 of the Constitution (Act 108 of 1996), but that will not, in itself, change people's attitudes and behaviour. There are two major obstacles in the road to implementing the new national language policy and they are: 1) the attitudes of people and 2) the financial expense.

It is important to emphasize that regardless of the nature of future political change in South Africa, it is virtually assured that linguistic diversity will remain a feature of social life for generations to come, and that bilingualism and multilingualism will remain commonplace for many South Africans well into the next century. It is believed¹ that language planning can make an important contribution to the creation of a better, more just and equitable South Africa, but if it is to do so, those involved in language planning activities must approach these activities in a less 'technicist', and more democratic, way (Reagan 1990: 183).

This will go a long way in overcoming the first obstacle - the attitude of the people. If the community, for which the language policy is designed, is involved in the language planning, it will more readily accept the policy which results (a bottom-up approach), as discussed earlier in this chapter.

¹ - **Reagan** uses the words '*I believe that ...*'.

- **Ben Ngubane**, Minister of Arts, Culture, Science and Technology is quoted Heugh (1992: 20) as having said the following: '*Multilingualism is a powerful way to forge nation building ...*' (National Assembly) and '*I believe ... that the new South Africa is determined to view its linguistic diversity as a **national asset**... rather than a problem...*'(National Assembly).

Only conscious mobilisation of the people by those who understand the economic, political and cultural significance of a policy of multilingualism will allow the community¹ to get away from mere lip service to a noble ideal (Heugh, 1992: 38).

*Future language policy and planning should enable **all**² South Africans to listen and speak to one another in **all**³ arenas of public life, and so to play an optimal role in a truly participatory democracy (Luckett, 1993: 74).*

Luckett uses the word 'all', indicating each and every, without exception, and as such this is an idealistic approach. When one considers history (both South Africa and the world's history) and the reality of the world at present, with its diversity and differences, it is doubtful that it will ever be completely obtainable.

¹ Alteration by author.

² Emphasis by author.

³ Emphasis by author.

3. LANGUAGE IN EDUCATION POLICY

3.1. AN INTRODUCTION TO THE ROLE OF LANGUAGE POLICY WITHIN EDUCATION

3.1.1. Introduction

Chapter 3.1. deals with education as a whole, what it is and the role which language policy plays within it.

3.1.2. What Is Education?

Dewey defined education as a social process, in which schooling may play a role. Coombs defined education to include, over and above schooling as part of formal education, informal and non-formal education that includes social goals that may not be part of any school curriculum (Majeke, 1994: 18).

The author supports these two definitions of education. This study, however, will concentrate on the more formal approach to education.

3.1.3. Language In Education Policy

All language choice and language policy is promulgated through a society's education system (Eastman, 1991: 103).

Thus the language policy of a country will be reflected in the language policy of its institutions of education. The government of a country may use its education system to promote its policies, including its language policy.

The government has, to a large extent, control over the policy decisions within primary and secondary education, but institutions of higher education have more freedom of choice¹. Thus it is important to note what role language policy plays in education so as to be aware of how institutions of higher education plan and implement language policy.

Prator (s.d.), as quoted in Phaswana (1994), defines language policy-making as follows: *Language policy-making involves decision (sic) concerning the **teaching**² and use of language(s)³, and their careful formulation by an authority which has the power to do so, for the governance of others.*

Two things mentioned in the above definition are: Firstly, it shows the important role that teaching language(s) plays in language policy formulation, implementation and evaluation. The use of language(s) is directly related to the teaching of those language(s), where they are taught, by whom they are taught and for what purposes they are intended.

¹ This may soon change as decisions are presently being made as to the minister of education's authority as far as higher education is concerned.

² Emphasis by author.

³ Addition by author.

Secondly, it points out that policies are ‘*carefully formulated by authorities*¹ which have² the power to do so’. This is, however, not always true. Some authorities do not ‘*carefully formulate*’ their policies, in fact, some do not recognize the need for a language policy. In these cases policies tend to evolve over time as the institution evolves; these are examples of **covert** language policies.

Language in education covers not only the teaching of languages as subjects, but also the use of language as a medium of instruction, in school administration and in the interaction between school and community (NEPI, 1992: 10).

Language policy in education should be flexible. Needs and perceptions of needs will change over time and the system must be able to accommodate this (Luckett, 1995: 76). This is supported by the author. Chapter 3.2. reveals some of the changes in attitudes which South Africans have experienced and which have lead to the need for a study of this nature.

3.1.4. The Role Of Teaching And The Educator In Language In Education Policy

The way in which policy makers see education and the role of the educator³ will influence their decisions about language policy.

¹ Alteration by author - the original uses ‘authority’.

² Alteration by author - the original uses ‘has’.

³ Educator - this is anyone who teaches in a formal, class-room/lecture hall setting.

This is illustrated by Ramos (1967) when he states that the *determination of language policy within education¹ may be approached from two standpoints.*

One is represented by the older concept of education, which considers learning as a classroom exercise, quite apart from the implications it has to society. Its forte is the development of the individual, using the 3 R's² as the primary means; it assumes that education thus derived fits him (the individual³) for the struggle he inevitably has to wage upon embarking on after-school activities. The other approach, a more dynamic one, considers school activity as a part of community life, requiring language skills for limited as well as widespread communication and using language as a tool for social advancement (p. 21,22).

From the above it is clear that a language policy planned by either of the two schools of thought will differ substantially from the other. The first will focus on the school, and its language policy, as an isolated entity and the second will see the school, and its language policy, as belonging to and being influenced by the community.

¹ Addition by author.

² The '3R's' referred to here are reading, writing and arithmetic.

³ Addition by author.

When considering the role of the educator, the traditional view, as stated in Ricento (s.d.), is: *the teacher/educator¹ is an unwitting reproducer of social reality, but² a number of researchers have described how teachers can transform classrooms, thereby promoting institutional change that can lead to political and, ultimately, broader social change. These researchers view teachers as primary language policymakers (sic) (p. 418).*

Thus the role of educator may not only affect the formulation of language policy, but also those who formulate the policy. Those who see the educators' role traditionally, will expect authorities to use a **top-down** approach to language policy and dictate classroom activities. Those who view teachers as policy-makers will include them in the planning of policy. Thus implementing more of a **bottom-up** approach.

Those who promote a bottom-up approach will agree with Auerbach (1995) who argues that *the day-to-day decisions that practitioners³ make inside the classroom both shape and are shaped by the social order outside the classroom (p. 9).*

Thus, the language policy is influenced by the community and the community is influenced by the language policy.

¹ Addition by author.

² Addition by author.

³ Practitioner - this is anyone who teaches in a formal, class-room/lecture hall setting. In Auerbach's document it is used instead of the term 'educator'.

If an important goal of language policy is to bring about social change, as Cooper (1989) and others have stated, then this approach, of influencing and being influenced by the community¹, has the potential to develop and implement language policies in several areas (e.g. curriculum, teaching techniques, approaches to program design, evaluation, certification of teachers, placement decisions) (Ricento, s.d.: 418).

The community is therefore involved in policy decisions, as are the educators within the community. This allows for a bottom-up approach to policy making and is in keeping with the contemporary view of education, educators and language policy.

3.1.5. Formulating Language Policy In Education

Within a democracy an issue such as language policy has to be dealt with democratically, it has to be consultative and therefore needs to go through a particular process.

*Taking account of the **principle of democracy** involves both extending participation in policy development and granting choice to school communities. Care should be taken that neither is simply a token gesture. Genuine extension of participation entails actively accommodating the linguistic proficiencies of parents, for example. And allowing choice in educational matters is not sufficient for the exercise of democracy: people must have the necessary information if they are to make responsible choices.*

¹ Addition by author.

In addition to accommodating the right of individuals to choose, to be democratic a policy should also build in checks and balances such as mechanisms for ensuring that the strength of simple numerical majority could be tempered by the input of those who have to implement the policy (NEPI, 1992:16, 17).

The community is not only consulted on what language(s) to use as MOI, but it is also informed about the decisions which need to be made in the process and is taken into consideration when choosing a language of administration, language of correspondence and language of communication. There are also other issues, for example financial considerations, practicability and the like, which need to be considered when formulating a language policy.

Important points made by Brown (1992) are that educational institutions do not and should not necessarily reflect the sociolinguistic context in which they are located. Usually, the higher the level of the institution, the less it reflects its immediate context and the more it draws students from a multilingual national and international pool. If an institution of higher education can compete with that of other countries, in gaining top quality students and therefore quality research, it indicates a high standard of excellence.

It should also be noted that *there is no one policy that is ideal for all schools/institutions of education*¹ (NEPI, 1992: 15). Because no two institutions are exactly alike, no two policies can be exactly alike.

¹ Addition by author.

Language policy for education needs, therefore, to be flexible without being so laissez faire as to allow the perpetuation of present policies or ill-informed choices of alternatives to them. Context is very important in assessing the appropriateness of a policy (p. 93).

Flexibility, both by the community and the institution of education, is required if a policy is to be successful. All stakeholders should be taken into consideration and realistic and practicable plans need to be implemented.

Once planned and decided upon the *implementation of policy will need to be carried out in a way that involves continual review and adaptation*, it will need to be² *broadly consultative and*³ *flexible enough to respond to changing attitudes and to variations in local conditions*. It should⁴ *serve to remove frustrations rather than create them. Unpopular or dysfunctional language in education policy, however well-intentioned, can be educationally and politically disastrous.*

Flexibility and responsiveness are the key features of successful language in education policy during a period of rapid social change (ANC, 1994(b): 124).

¹ Addition by author.

² Addition by author.

³ Addition by author.

⁴ Addition by author.

The following process may be used as a **guideline** to design a language policy for education:

- *Assessing the language demographics of the school/institution¹.*
- *Establishing language needs and demands.*
- *Assessing the availability of multilingual (financial², human and material) resources.*
- *Estimating implementation costs.*
- *Formulating a multilingual language policy (e.g. admissions policy, learning medium/media policy, public meetings policy, parent meetings policy, internal examinations policy, promotion policy).*
- *Policy implementation.*
- *Evaluation³ (ANC, 1994b: 125).*

¹ Addition by author.

² Finances do not have a linguistic bias, but can be utilised for various linguistic needs and these may be multilingual.

³ Emphasis by author.

An essential part of any language policy is **evaluation**. Implementing the policy is not the final step. Language policy is a continual process of implementing and evaluating. In a rapidly changing world a policy needs to be evaluated on a regular basis to ensure that it keeps up with new developments.

3.2. LANGUAGE POLICY IN EDUCATION WITHIN SOUTH AFRICA - AN OVERVIEW

3.2.1. Introduction

Chapter 3.2. deals with language in education policy within South Africa.

It deals with the role that language policy plays within education. It is an overview of language in education policy and, as such, it deals with the issues of language policy and education in general.

Chapter 4 is a more detailed investigation into language policy within higher education, in South Africa.

3.2.2. The Past

An historical overview of past language in education policies in South Africa has shown that these have been imposed from above without consultation of the people to be affected by the policies (top-down¹). Generally, the imposition of these policies (and resistance to them) has been motivated by political rather than educational considerations (Luckett 1995,: 77). (This section gives a brief historical overview to illustrate this statement). This occurred in the national language policy as well, which was briefly discussed in chapter 2.3.

¹ Addition by author.

Language diversity in South Africa has complicated the provision of education in various ways. Since the turn of the century proficiency in the language of the dominant political group has played gatekeeper to privilege, political power and economic prosperity. Several instances illustrate how language in education policy formed part of the struggle for dominance between various groups, such as the anglicising of Dutch schools after 1902 in the wake of the second South African War¹, the Afrikaans Language Movement which strove for the recognition of Afrikaans, and the active promotion of Afrikaans among all linguistic groups by the Nationalist government after 1948 (Lemmer, 1995:84)

Added to this list is the July 1976 Soweto uprising, where black youth protested against the policy of forced, bilingual education.

A historical overview of the policies for the MOI within primary and secondary education, taken from NEPI (1992), follows:

i) Policies For Africans

For more than a century, education of Africans was mostly in the hands of missionaries. Through the Bantu Education Act (Act No. 47 of 1953) the education of Africans became the responsibility of the Department of Native Affairs (1954-8). This brought about the departure of the missionary from education, and marked the start of apartheid education as it is known today.

¹ Anglo-Boer War

Whereas most mission schools had taught in the medium of English, and some through Afrikaans, the Act provided for the use of the mother tongue as MOI. There are records of African elites' resistance to mother-tongue instruction going back as far as 1905. They felt that better education was available through the dominant languages (p.27). For many black people this is still a contentious issue as their languages have been neglected, and given a stigma of being 'un-scientific', they have been neglected and have not been developed. All these factors have lead to mother-tongue speakers having a negative attitude towards their language and choosing English for education because they feel that it will give them a better chance at a good life.

The Bantu Education policy made mother-tongue instruction compulsory in the junior primary school and specified that both English and Afrikaans should be taught as subjects from the first year. In the higher primary classes half the subjects were to be taught through the medium of English and the other half through the medium of Afrikaans. This policy was extended to secondary education. It was called 'the 50:50 policy' but the term is somewhat misleading as more than two MOI were involved: students also had to use their mother tongue for some subjects, those which were not 'exam subjects', for example Religious Education and Physical Education.

By 1968 only 26% of the schools had implemented this language policy. The Department's circulars of 1974 emphasized the need for stricter adherence to the policy. Instead of the policy being implemented, resistance to it gained momentum. In June 1976 matters came to a head. Initially, the government

argued that the language issue was used as an excuse by people who had no interest in the education of the African child but wanted to further their own political agendas. The Minister of Education and Training claimed that there had always been a choice of medium available to schools, i.e. a choice between English and Afrikaans. The unacceptability of the 50:50 policy was finally recognized by the government after the Soweto uprising of 1976 where black school children marched in protest of the 50:50 policy¹. In the 1977 Annual Report of the Department of Education and Training, the Minister reported:

'The MOI at most of the secondary schools is English in all subjects excepting Afrikaans language and the Vernacular, while Religious Instruction, Music and singing classes are conducted in the mother-tongue.'

The Education and Training Act No. 90 of 1979 stated that the MOI had to be in accordance with the 'universally accepted principle' of the mother-tongue at lower primary school, but that account should be taken of the wishes of the parents after std. 2 (p. 29).

Change only came in June 1991 when² the decision to choose the MOI was left in the hands of the parent body at each school (p. 29). This is an illustration of

¹ Addition by author.

² Addition by author.

the role which politics played in the fields of language and education in South Africa's past. It may be said that the 'apartheid' principle was the dominant reason why this change took so long to come about.

ii) Policies For Whites

In the Orange Free State¹ and Transvaal² between 1907 and 1948 some dual-medium senior primary and high schools came into being. In these schools children had to take half their subjects in English and half in Dutch, later Afrikaans.

*From 1948 dual-medium schools were phased out. They were turned into single-medium schools and the second official language was taught as a subject only. The decision was taken on **political grounds**³. Its aim was to ensure the promotion of the Afrikaans language and culture. Nationalist Party leaders and many supporters feared the swarming of their language and culture by English and thus wished to separate English and Afrikaans speakers for the formative years of schooling (NEPI, 1992: 30). Even white children were separated from one another for fear of losing dominance by those in power. Once again this was not a language, or even an education, decision, but purely a political one.*

¹ The *Orange Free State* is now called the 'Free State'.

² The *Transvaal* now known as 'Gauteng'.

³ Emphasis by author.

iii) Policies For Coloureds

In 1963 the Coloured Persons Education Act (Act No. 47 of 1963) was adopted, and this act transferred the control of coloured education from provincial administrations to the Department of Coloured Affairs which was established in 1958. The Coloured Persons Council Act (Act No. 52 of 1968) stipulated that at the schools in a predominantly Afrikaans-speaking area, Afrikaans had to be used as the MOI, with English taught as a second language from std. 1. The reverse applied in areas where English was the dominant language among the parent body.

iv) Policies For Indians

Since 1894 in Natal and 1913 in Transvaal, Indian education had been under the control of provincial councils. In 1965, however, the Indian Education Act (Act No. 61 of 1965) was passed. It placed Indian education under the control of the Department of Indian Affairs (established in 1961) and made schooling compulsory.

Most Indian children had¹ to learn both official languages at primary school. The MOI was² the official language dominant in the area (p. 32).

¹ Alteration by author - the original uses 'have'.

² Alteration by author - the original uses 'is'.

As can be seen from this overview language was a highly politicised issue in South Africa and, unfortunately, to a large extent it remains as such. This also reveals that there are those who would use education as a front to promote their own political ideals and this is something that must be avoided at all costs, if language policy is to be utilised to the benefit of all who use it.

Language-in-education policy implemented under previous white supremacist administrations discriminated against the majority of learners at schools as well as at tertiary institutions. Consequently, new approaches have to be explored and these have to be based on sound principles, as well as on equality of access (Heugh, 1995b: 79).

There is now one, single Department of Education (DE) which is responsible for the education of all South Africa's children.

3.2.3. The Present

i) Introduction

In South Africa - a complex, multilingual country - at least 24 languages and numerous dialects are spoken (Schuring 1993: 88). *Here, as in other multilingual societies, language diversity exerts a powerful influence on the content, instructional methods and outcomes of schooling/education*¹.

¹ Addition by author.

Moreover, because language in education policy has been linked to race in this country, it is a highly contentious issue (Lemmer, 1995: 83).

The reason for this being that it is not purely an issue of language but, due to the influences of the past, it is a highly sensitive political issue within South Africa (as has previously been stated).

Since 1990 the language issue has been central to the educational debate and negotiations on the restructuring of education (Lemmer, 1995: 86). This lead to the establishment of NEPI.

ii) NEPI

a) INTRODUCTION

The National Education Policy Investigation (NEPI) was a project of the National Education Co-ordinating Committee (NECC) conducted between December 1990 and August 1992. The object of this investigation was to interrogate (sic) policy options in all areas of education within a value framework derived from the ideals of the broad democratic movement.

There were more than 300 direct participants in the project.

The project aimed to¹ provide a foundation for building a more legitimate and efficient education system for a democratic and prosperous South Africa (p. vi, v).

b) RECOMMENDATIONS

The following recommendations were made in the NEPI Framework Report on Language.

Efforts should be made to increase public awareness of issues connected with language. This could take the form of a national language awareness campaign, but if that were to prove too difficult to mount, there should at least be accessible programmes on radio and television, and articles in newspapers which would identify issues and give information on what relevant research findings suggest and about how they are being handled in other countries (p. 92).

It is important to note that this was the first short term measure suggested by LANGTAG (refer to chapter 2.3.). The author has offered suggested as to how institutions of higher education may involve themselves this task (also in chapter 2.3.).

¹ Addition by author.

An aspect of the training of all teachers¹ (both pre-service and in-service) should be language education. It should include the study of what is known about language and cognition; developmental psychology and the language; socio-linguistics; critical language awareness; issues connected with language across the curriculum; and the challenges of teaching and learning through the medium of a second language. Teachers who are able to speak and teach through the medium of more than one language should receive additional accreditation and financial or other rewards. This kind of training and incentive would help to prepare teachers for appropriate and effective work in classrooms that will, increasingly in the future, be multilingual (p. 92).

The author believes it is important that educators be educated in language and communication issues in order to understand and meet the needs of their students effectively. If they understand the linguistic (in)ability of their students, they can communicate **effectively** with them and are in a position to provide their students with the best possible education.

The use of language learning opportunities that do not depend heavily on the teacher should also be explored. Two examples are creative use of radio, television, and newspapers, and 'twinning' schools which

¹ Where the term *teacher* appears the term 'lecturer' can be substituted, for the purposes of higher education.

have different linguistic strengths among their pupils¹ and staff, or in other language-related resources (p. 92). Both students and staff may have creative and useful contributions to make to this process and should be given the opportunity to voice their suggestions.

*Vocabulary expansion of African languages should proceed from the **bottom up**²: account should be taken of lexical gaps that become apparent in the process of translation or in classroom practice* (p. 93).

This is an excellent way of developing a language. Using it in the classroom/lecture hall allows those who will need and use the terms to develop them. There is also the added benefit of having language experts available, at the institutions of education, to help maintain the standard of the language being developed.

Any policy³ option that is chosen can have an empowering or a disempowering effect on learners, depending on its suitability for the particular school's/education institution's⁴ context, on how it is

¹ Where the term *pupils* appears the term 'students' can be substituted, for the purposes higher education.

² Emphasis by author.

³ Addition by author.

⁴ Addition by author.

implemented, and on how it relates to the national language policy of the country (p. 93). Thus, informed decisions are essential because the language policy will have an effect on the institution's standard of education.

iii) LANGED

a) INTRODUCTION

LANGED was a subcommittee of LANGTAG (refer to chapter 2.3.) and was responsible for dealing with language in education issues. The following extract is taken from LANGTAG's Final Report (1996).

b) THE PURPOSE OF LANGED

*The Language in Education Subcommittee (Langed) of LANGTAG presented¹ what follows as a **framework**² within which the linguistic goals, needs and resources in the education sector in South Africa can be considered with a view to formulating a plan of action in the short, medium and longer terms* (p. 124).

¹ Alteration by author - the original uses 'present'.

² Emphasis by author.

What follows is a guideline for developing a language in education policy.

c) GOALS OF LANGUAGE IN EDUCATION POLICY

Language policy in the education sector should -

a) facilitate access to meaningful education for all South African students;

b) promote multilingualism; (p. 124).

These two goals are in keeping with the principles found in the Constitution of 1996.

c) promote the use of students' primary languages as languages of learning and teaching in the context of an additive multilingual paradigm and with due regard to the wishes and attitudes of parents, teachers, and students; (p. 24).

It is important to note that parents, educators and students' wishes are taken into consideration, the demand should be balanced with practicability, which is also stated in the Constitution.

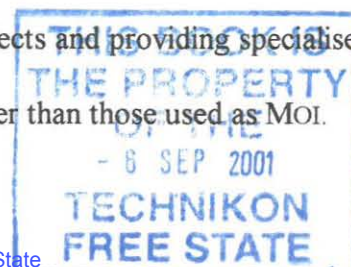
d) encourage the acquisition by all South Africans of at least two but preferably three South African languages, even if at different levels of proficiency, by means of a variety of additive bi- (sic), or multilingual strategies; it is strongly recommended that where the student's L1 is either Afrikaans or English, an African language should be the additional language; (p. 124).

Acquisition of an additional language (a language other than the learner's home language) should start at an early age, therefore this should be promoted in primary education, built on in secondary education and cemented in higher education. A way to promote this in higher education is to offer the various languages as subjects and allow the student the freedom to choose. Choice is one of the principles upon which the Constitution is grounded.

e) observe and sustain the legal equality of status of all South African languages;

f) promote the linguistic development and modernisation of the African languages as well as their equality of social status; (p. 125).

This may be done by offering them as subjects and providing specialised terminology for speakers of languages other than those used as MOI.



g) promote respect for linguistic diversity in the context of a nation-building strategy by supporting the teaching and learning of all other languages required by learners or used by communities in South Africa, including languages used for religious purposes, languages which are important for international trade and communication, and Sign Language; (p. 125)

This should be approached realistically. Not all languages can be taught by one education institution. Each institution should thus consider what the needs of its particular community are, taking into account that its community may stretch beyond the borders of South Africa.

h) help to equip South African students with the language skills needed to participate meaningfully in the political economy of South Africa; (p.125).

This requires courses in communication. Teaching students the principles of communication so that they can apply them to any and all languages which they use. This should be broader than any particular language and is not the teaching of language, but learning to communicate effectively, both professionally and privately.

iv) National Commission On Higher Education (NCHE)

a) INTRODUCTION

The following information was posted on the Internet in 1997, on the South African Commission on Higher Education's Home Page.

The President of South Africa issued proclamation (sic) No. R.6. 1995 for the establishment of the National Commission for Higher Education (Government Gazette Col. 356 NO 16243, 3rd February 1995).

The broad aim of the NCHE is to investigate all aspects of Higher Education and make appropriate policy recommendations. The general purpose of the Commission is to advise the Minister of Education on:

- *what constitutes Higher Education (p. 1).*

In other words, a definition of higher education.

- *the national goals of the System of Higher Education (p. 1).*

That is: What the aim of higher education in South Africa should be.

- *the institutional types required for the system, their particular functions and missions, their respective inter-relationships and their relationship with the state* (p. 1).

At the moment these are technikons, universities, and colleges, which are discussed in chapter 4.

- *the structures required to govern and administer Higher Education*
- *funding mechanisms for institutions and students in Higher Education* (p.1).

The NCHE is thus responsible for advising the Minister of Education on issues of governance and administration of higher education.

b) REASONS FOR THE COMMISSION

No official enquiry (sic) into the whole of the post-secondary sector¹ has ever been undertaken in South Africa. The new democracy needs to have confidence in its senior institutions of learning, especially given the massive influence which higher education exerts on the cultural, social, scientific, technological and professional formation of the country's leadership² (p.2). The author is of the belief that the greater portion of the country's leadership will pass through the halls of at least one of the country's institutions of higher education and thus will be influenced, to some extent, by that which is promulgated by these institutions. The author therefore supports this statement.

Accordingly, after a prolonged period of investigation and consultation, the government has approved the Minister of Education's proposal to appoint a National Commission on Higher Education (Education White Paper) (p. 3).

c) RECOMMENDATIONS

The following recommendations are taken from the NCHE's Language Policy: Executive Summary (s.d.).

¹ *Post-secondary sector* here, refers to higher education institutions.

² Emphasis by author.

The major premise of all these recommendations is the existence of the political will to implement a consistently democratic language policy and to work with, not against, theoretical multilingualism that characterises South Africa¹ (p.390).

This is one of the most important statements within this study. It is essential that language policy in general, and language in education policy within South Africa in particular, be politically neutralised, and that those formulating, implementing and evaluating language policy should take into consideration the reality of South Africa's multilingualism.

- *Language awareness campaigns calculated to change the attitudes of the general population towards the low social status of the African languages should be organised systematically in the course of the next three years² (p.390).*

Once again a recommendation is made to make the community aware of language issues, refer to LANGTAG and PANSAB, chapter 2.3. The author agrees that this is necessary.

¹ Emphasis by author.

² That is, from 1997 - 2000.

South Africans need to be made aware of their language rights, as well as what is happening within South Africa as a whole, and particularly with regard to language and language policy. They also need to be educated so that they can make informed decisions with regard to language issues.

- *Five-yearly reviews of language policy should be undertaken by all tertiary-education institutions. These should be based on regular surveys of students' language attitudes and particularly of their preferred languages of tuition (p. 390).*

This is part of the evaluation of language policy, the final step in language policy. The author supports this recommendation. The importance of policy evaluation is discussed in chapter 4.

- *In the short term much more investment should be made in special English programmes for first- (sic) and second-year students with a view to enabling the present generation of students to cope with the demands of tertiary education as it is organised at present. Earmarked funding should be made available for innovative and prototype projects in this area (p.390).* The NCHE believes that, for the short term, English needs to be developed as a MOI and that, in the long term, it

should be balanced with African languages (which include Afrikaans).

- *Similar courses and programmes should be introduced by African language departments (including Afrikaans) with a view to facilitating the acquisition of academic literacies generally (p.390).*

These two recommendations would require communication courses, in general, and ‘bridging’¹ courses, in particular. They may be seen as an aid to students with various needs in both English and the African languages (including Afrikaans). These should include L1 students and should not be seen as a ‘clinic’ to which linguistically ‘sick’ students are sent, but should be utilised to increase and enhance all students’ communication and language skills.

- *A large-scale review of African language curriculums at all tertiary institutions should be undertaken with a view to articulating their components more logically and effectively*

¹ A ‘bridging’ course is provided by a post-secondary institution, for example colleges, to provide a ‘bridge’ between secondary and higher education. It is provided to students as a course which supplements their chosen field of study and helps to prepare them for higher education and develops them as students.

so that, for instance, second language speakers have similar support systems to those which are increasingly provided for L2 speakers of English and Afrikaans and that L1 speakers and advanced L2 speakers are taught through the medium of the relevant African language (p.390, 391).

The author strongly supports this recommendation and believes that **all** languages should be taught by L1 speakers and **all** language programmes should be developed by L1 speakers because, in the author's opinion, they are best equipped to teach others the principles of their particular language because it is their first language and they are well versed in it. The author believes that students should learn to speak a language in a very practical, 'hands-on' way and that languages should be taught in the language which is being learnt.

- *Every tertiary educational institution should as a matter of urgency review its existing language policy and spell out what the policy is, how it is changing, if it is to be changed, and what processes are to be set in motion to effect such a change. At the same time, individual departments should be encouraged to initiate similar processes involving all stakeholders to arrive at language practices which are relevant and consistent with the institutional policy (p.391).*

The author agrees with this recommendation. It is the reason why this study was undertaken and she hopes that it will contribute to the documentation of such decisions and policies.

The author also believes that language practice should correspond with language policy and that all departments should be made to comply with the language policy of the particular institution.

Language practice should also comply with the Constitution and should take the student population of each department and each class into consideration.

v) The Constitution Of 1996

Chapter 2.29 of the Constitution of 1996 deals directly with language in education and, as such should be regarded as the framework for language in education policy.

Chapter 2.29 of the Constitution of 1996 states the following:

(2) Everyone has the right to receive education in the official language or languages of their choice in public education institutions where that education is reasonably practicable. In order to ensure the effective access to, and implementation of, this right, the state must consider all

*reasonable educational alternatives, including single medium institutions,
taking into account -*

(a) equity;

(b) practicability;

*(c) the need to redress the results of past racially discriminatory laws
and practices (p.14).*

*A language policy should be adopted that does not conflict in any way with the
letter and spirit of the Constitution. Freedom of choice is thus the key concept
that the policy¹ maker should at all times have in mind. Such an approach to
language policy in education should ensure stability, foster development,
promote democracy and cultivate loyalty towards the state (p. 15).*

As stated previously, the national language policy and the language policy of
education are co-dependent, one cannot exist without the other and one
promotes the other.

¹ Alteration by author - original document states 'decision' maker.

South Africa's national language policy is found in the Constitution. The Constitution stipulates the conditions which must be met by any party within South Africa thus promoting a 'fair' language policy for education and on the other hand the language in education policy helps to promote the principles stated in the Constitution.

3.2.5. The Future

In the modern world, multilingualism is the norm, not the exception, and South Africa is well endowed in this respect (Alexander, 1996b: 13).

The reality is that South Africa is a multilingual country (refer to chapter 2.3.) in a multilingual world and, as such, it needs to learn to function effectively. The language policy of its institutions, particularly its institutions of higher education need to reflect this reality.

A multilingual education policy has two essential aims. The first is to encourage the acquisition, among learners, of more than one language. The second is to provide a platform for cognitive and affective (sic) development for as many learners as possible. In pursuit of both aims, one needs¹ to look at languages taught as subjects as well as the language or languages used for teaching and learning (DE, 1995: 25).

¹ Alteration by author - the original states 'we need'.

Within South Africa there are so many languages to choose from that choices as to their use need to be made, thus functional multilingualism is an option which should seriously be considered in the education sector.

Functional multilingualism, is¹ a policy of multilingualism which² does not imply that all languages have to be used for all functions, but rather that different languages may be appropriate for different functions (Alexander, 1996b: 24). This is what the author believes is meant by the principle of choice which is found in the Constitution.

3.2.6. Conclusion

According to ANC policy (1994b), *a programme to transform the use of language in education should be organised in pursuit of two central goals:*

- *Affirmative action to encourage the educational use of African languages at all levels of education*
- *Concretising the effective right to choose which language or languages are used as language(s) of learning and which languages are studied as subjects (p. 124).*

¹ Alteration by author - the original states 'according to which'.

² Addition by author.

This is reflected in South Africa's Constitution and is beginning to permeate all aspects of society, but particularly education. The development of African languages is seen as a priority, but freedom of choice is the most important principle to keep in mind when developing a language policy. These two concepts are both in keeping with the Constitution.

In future *a language in education policy will need to ensure the following:*

- *freedom of choice with regard to MOI and language(s) as subjects;*
- *the development and promotion of the disadvantaged languages of South Africa by utilising them as MOI, by offering them as subjects in schools/education institutions¹, by providing adequate support services for them;*
- *loyalty toward the state and Constitution;*
- *commitment to the promotion of fundamental rights* (Du Plessis, 1994: 6).

Thus any language in education policy will have to comply with the Constitution, but will need to reflect the language practices of the community which it serves, **keeping in mind that this community may be local, national and international.**

¹ Addition by author.

4. LANGUAGE POLICY IN HIGHER EDUCATION WITHIN SOUTH AFRICA

4.1. INTRODUCTION

This chapter is the core of this study. It is the summit and the author hopes that once the reader has reached its peak, a better and clearer view of language policy in higher education, within South Africa, may appear.

A definition of higher education is provided, as well as an overview of the particular types of institutions which provide higher education within South Africa.

This chapter goes on to discuss the author's empirical study in detail. The questionnaire and its findings are presented in full and allow the reader an opportunity to view the current situation, and near future, of language policy in higher education.

4.2. HIGHER EDUCATION WITHIN SOUTH AFRICA

4.2.1. Introduction

According to Smit (s.d.: 5) a university is a social institution brought about by a particular community, with its own language and culture, for the primary purpose of serving the community. The same may be said for a technikon or any other institution of higher education.

4.2.2. The Purpose Of Higher Education

According to the draft White Paper on Higher Education (1997), *higher education has several related purposes:*

- *It meets the learning needs and aspirations of individuals through the development of their intellectual abilities and aptitudes. It equips individuals to make the best use of their talents and of the opportunities offered by society for self-fulfilment. Higher education is thus a key allocator of life chances (p. 9).*

Higher education has, as one of its purposes, the role of increasing knowledge. It should provide the student not only with knowledge of his/her chosen field of study, but should also provide him/her with the necessary life skills to function fully in both the professional and social worlds into which he/she will move. It should also offer the student the opportunity to develop existing (and find new) talents other than academic aptitude. It should give individuals a chance to view all the opportunities available to them and provide them with the necessary skills to choose those to which they are best suited.

- *It provides the labour market, in a knowledge-driven and knowledge-dependent society, with the high-level competencies and expertise necessary for the growth and prosperity of a modern economy. It teaches and trains people to fulfil specialised social functions, enter the learned professions, or pursue vocations in administration, trade, industry and the*

arts (p. 9). It is not clear why this particular distinction is made and on what grounds it is made. Therefore the author does not support it.

Higher education equips people with career skills. This is essential to the development of a strong and vibrant economy. A country that wishes to succeed financially must invest in professional, well-educated and competent employees as well as able employers.

- *It is responsible for the socialisation of enlightened, responsible and constructively critical citizens. Citizenship of this nature presupposes a commitment to the common good, but it also implies a reflective capacity and a willingness to review and renew prevailing ideals, policies and practices* (p.9).

This shows that higher education has a responsibility not just to give people knowledge about career-orientated skills, but also to equip people for life, giving them life skills and teaching them how to contribute positively to society. It should also provide opportunities to develop critical thinking skills. Students should not only be given practical work-orientated skills, but the ability to think problems through to the solutions and deal with conflict situations in a constructive manner.

- *It is directly engaged in the creation, transmission and evaluation of knowledge. Its purpose is to ensure the pursuit of academic scholarship and intellectual inquiry (sic) in all fields of human understanding, through research and teaching* (p. 9).

Although all the other purposes of higher education mentioned here are vital it must never be forgotten that the main reason for higher education should always be to develop and enhance knowledge. To gain a better understanding of things at present and develop and improve them for the future.

4.2.3. Classification Of Institutions Of Higher Education

There are three types of institutions which provide higher education within South Africa; they are technikons, universities and colleges. The boundaries between these three sectors were defined by the Green Paper on Higher Education (s.d.), according to their different functions, as follows:

- *Universities educate students in scholarly disciplines with view to high-level professional training, and engage in basic scientific research.*
- *Technikons train students in the application of knowledge with a view to high-level career training, and engage in developmental scientific research.*
- *Colleges prepare students for specific vocations such as nursing, teaching and policing, and are not expected to conduct research (p.11).*

In other words universities provide theoretical knowledge, technikons provide career training and develop research, and colleges provide vocational training.

Under apartheid, education was divided along racial/ethnic lines, excluding blacks from quality academic education and technical training.

The Extension of University Education Act of 1959 applied this ideology to higher education. New universities were created for African, Coloured and Indian students, who were permitted entry to white universities only to pursue programmes not offered at black universities. Technikons, created from 1978 onwards, were also developed within the apartheid framework (p.11).

A language distinction also occurred at the level of higher education. White, 'Afrikaner' institutions used Afrikaans exclusively as MOI, while other white institutions used either English exclusively or a combination of English and Afrikaans (bilingual MOI). Most non-white institutions used English exclusively as MOI.

Thus language within higher education was also highly politicised in the past, as in the case of primary and secondary education (refer to chapter 3.2.), and still is a contentious issue for many in both the political and educational arenas. This is one of the elements which complicates the process of formulating, implementing and evaluating language policy.

This study does not wish to make a political contribution to the language policy debate, but aims at making a linguistic and academic contribution by means of scientific investigating.

4.3. AN OVERVIEW OF 26 INSTITUTIONS OF HIGHER EDUCATION

4.3.1. Introduction

The author has chosen to include an empirical element in this study in order to make it scientifically credible.

As has previously been stated, in chapter 1.3., no documentation could be found, when this study was initially undertaken¹, in which the current situation as to language policy in higher education, within South Africa, is recorded. The author therefore had to provide a means of gaining this information, this was achieved through a survey and study, which follow.

In the discussions of both the survey and the questionnaires a number of terms are used which the author feels needed some explanation. Firstly, reference is made to **overt** and **covert** policies; these were discussed in some detail in chapters 1.2. and 2.1. Then there is mention of '**unknown**' policies, here the institutions which responded did not provide enough information for the author to establish whether the policy is an overt or a covert one.

Secondly the author refers to MOI.

¹ As far as the author is aware (by means of research) no other study of this nature has been or is currently being undertaken.

It must be pointed out that, most of the respondents referred to MOI when discussing their language policy. MOI is, however, only one element of language policy and cannot be regarded as the whole. For the purpose of this investigation, as well as the study which follows (refer to 4.4.), the aspect of MOI will be discussed when referring to language policy.

But, the author wishes to point out that there is a need to develop language policies beyond simply the MOI.

When referring to MOI the responses were either monolingual - **English** as exclusive MOI or **Afrikaans** as exclusive MOI - or **bilingual**. In the case of the term 'bilingual', being used to describe the MOI, the author is referring to the use of English and Afrikaans in combination as MOI.

Finally, the author refers to institutions which are **reviewing**/have reviewed (and **accepted**) their policies, and those institutions which have chosen **not to review** their existing language policies. The decision to review a policy does not imply that change will be made but rather that the institution feels that the policy should be looked at again and decisions should be made as to whether changes are necessary. On the other hand, those institutions which have decided not to review their policies have also decided that they will not be making changes to their current policies now, or in the near future.

4.3.2. The Survey

The initial survey included 34 institutions of higher education, 21 universities and 13 technikons, from throughout South Africa. Colleges were not included in this survey as, according to the Green Paper On Higher Education Transformation (s.d.), they do not provide research (refer to chapter 4.2.3.) and they do not require a secondary school qualification (by their students) for admittance.

There were 26 responses to the letter (refer to addendum A), which was sent to the 34 institutions (refer to table 2).

A reminder (the same letter was used as a reminder) was sent to the 8 institutions which did not respond initially, but again no feedback was received from them. These institutions were: the University of Cape Town, MEDUNSA University, the University of the North, UNISA, M.L. Sultan Technikon, Technikon Natal, Technikon Northern Transvaal and Technikon S.A. As these institutions supplied no data for the study they cannot be included in the findings and deductions made by this study.

A follow-up letter (addendum B) was then sent to each of the 26 institutions which responded to the first letter. The letter was accompanied by either one or both of the questionnaires (addendum C and D), depending on the initial response received by the particular institution.



4.3.3. The Response

The letter which was sent out to the institutions contained two questions¹. The following is a discussion of the questions and the responses received.

i) Question 1:

'I would like to know if your institution has a language policy?'

The reason for this question is to determine whether the institution has a language policy - the answer establishes what type of policy the institution has as well as the MOI.

ii) Response:

a) OVERT VS. COVERT

There was a mixed response to this question. Many of the institutions indicated that they did not have a language policy, but that there was a particular language practice on campus.

¹ For the sake of authenticity the questions are quoted verbatim.

From research the author has deduced that these campuses do indeed have language policies. They may not have been planned or documented but the fact that people have a particular language practice indicates the presence of a policy, all be it a **covert** one (refer to chapters 1.2., 2.1. and 2.2.).

Other institutions were able to supply the author with a copy of their policies and thus, either indicated or presented **overt** policies (refer to chapters 1.2. and 2.1.).

There was a total of 10 **covert** policies, 14 **overt** policies and 2 institutions were unclear as to their policies; they are regarded as '**unknown**'. The majority of institutions, surveyed, have an overt policy (refer to figure 1.2.).

b) MOI

From the responses received the author was able to establish what the institutions' MOI was.

There were 9 institutions which stated that they are now **bilingual**, 13 institutions stated that they use **English** exclusively as MOI and 4 institutions stated that they were **Afrikaans** institutions.

This indicates that the majority of institutions use **English** exclusively (as MOI), but that bilingual institutions are not far behind. The **bilingual** mentioned here refers to a combination of English and Afrikaans (refer to figure 1.2.).

iii) Question 2:

'If you are in the process of formulating a new policy would you be so kind as to inform me of it?'

The answer to this question indicates whether the institution is considering/has considered reviewing its policy or not.

iv) Response:

a) REVIEWING VS. NOT REVIEWING

There were 11 institutions which indicated that they **have not** recently, and **do not intend to** in the near future, **review(ed)** their existing language policies.

13 Institutions indicated that they are either considering **reviewing** their policies or **are in the process** of **reviewing** their language policies.

There were 2 institutions which indicated that they have recently **reviewed** their language policies and that the reviewed policies have already been **accepted** and is being implemented by the institution.

A number of institutions are reviewing/have reviewed their language policies (whether this will lead to a change or not, is not clear at this stage) (refer to figure 1.2.). This finding is important to the study, as it reveals that language policy is a point of discussion at the moment and that decisions are in the process of being made.

4.3.4. Statistical Analysis

The following is an analysis of the responses received from the 26 institutions of higher education. It shows, in detail, the findings of the initial survey.

i) The Population

Of the total population sampled, 34 institutions of higher education, 26 responded to the initial survey. This provides a response rate of 76%. The ‘non-responses’ amounted to only 24% (refer to figure 1.1.).

Figure 1.1.:

POPULATION	34	100%
Responses	26	76
Non-responses	8	24

ii) Analysis of Responses

The responses were analysed and these are the findings.

The majority of institutions which responded have a **overt** policies (54%). This reveals that, within the field of education, there is an awareness of the need for a language policy.

It was also found that a number of institutions have chosen to **review** their policies, 50% are in the process of doing so and another 8% have completed this process already. Therefore 58% of the respondents have decided to review their current policies.

65% of the institutions which responded have a monolingual MOI - 50% use **English** exclusively and 15% use **Afrikaans** exclusively - the other 35% of respondents have **bilingual** policies (refer to figure 1.2.).

Figure 1.2.:

RESPONSES	26	100%
Overt	14	54
Covert	10	35
Unknown	2	8
Reviewing	13	50
Not Reviewing	11	42
Accepted	2	8
Bilingual	9	35
English	13	50
Afrikaans	4	15

iii) Overt Policies

On closer inspection of the **overt** policies one will find that 43% have chosen to **review** their existing policies and that 14% have already **accepted** reviewed policies. The other 43% have decided **not to review** their policies. This indicates that the majority of institutions (57%) have decided that their policies needs to be reconsidered.

Of the overt policies 50% are **bilingual** and 50% are monolingual - 29% being **Afrikaans** MOI and the remaining 21% being **English** MOI (refer to figure 1.3.).

Figure 1.3.:

OVERT	14	100%
Reviewing	6	43
Not Reviewing	6	43
Accepted	2	14
Bilingual	7	50
English	3	21
Afrikaans	4	29

iv) Covert Policies

There is no dominant trend within the **covert** policies as to 'change' - 50% are **reviewing** their policies and 50% are **not** (none have been **accepted** as yet).

There was however a clear distinction amongst the MOI. The vast majority of the respondents (90%) are monolingual institutions - all of them using **English** as MOI - while only 10% are **bilingual**. There are no institutions with covert, **Afrikaans** MOI policies (refer to figure 1.4.).

Figure 1.4.:

COVERT	10	100%
Reviewing	5	50
Not Reviewing	5	50
Accepted	-	-
Bilingual	1	10
English	9	90
Afrikaans	-	-

v) 'Unknown' Policies

100% of these institutions are reviewing their policies, 50% are **bilingual** and 50% are monolingual/**English** (refer to figure 1.5.).

Figure 1.5.:

UNKNOWN	2	100%
Reviewing	2	100
Not Reviewing	-	-
Accepted	-	-
Bilingual	1	50
English	1	50
Afrikaans	-	-

vi) Language Policies Being Reviewed

Of the institutions which are reviewing their policies 46% are **overt**, 39% are covert and 15% are **unknown**. The majority of those reviewing their language policies are English/monolingual (54%), 46% are **bilingual** and none of the respondents which are reviewing their policies are **Afrikaans** MOI institutions (refer to figure 1.6.).

Figure 1.6.:

REVIEWING	13	100%
Overt	6	46
Covert	5	39
Unknown	2	15
Bilingual	6	46
English	7	54
Afrikaans	-	-

vii) Language Policies Not Being Reviewed

Of the institutions which have decided **not to review** their policies 55% are overt and 45% are **covert** policies. The vast majority of them are monolingual institutions (91%). The majority of the monolingual institutions are **English** (64%) and 27% are **Afrikaans**. The remaining 9% are **bilingual** institutions (refer to figure 1.7.).

Figure 1.7.:

NOT REVIEWING	11	100%
Overt	6	55
Covert	5	45
Unknown	-	-
Bilingual	1	9
English	7	64
Afrikaans	3	27

viii) Accepted Reviews

100% of these policies are **overt**, 50% are **bilingual** and 50% are monolingual/**Afrikaans** (refer to figure 1.8.).

Figure 1.8.:

ACCEPTED	2	100%
Overt	2	100
Covert	-	-
Unknown	-	-
Bilingual	1	50
English	-	-
Afrikaans	1	50

ix) Bilingual MOI

The majority of these institutions have an **overt** policies (78%), **covert** and **unknown** policies make up the other 22% (11% each).

Of the **bilingual** institutions 78% are **reviewing** their policies, 11% have already **accepted** reviewed policies and the remaining 11% are **not reviewing** their policies. Thus, 89% in total have decided that a review is necessary.

It should be noted that the institution which accepted the reviewed policy changed its policy from **Afrikaans** as MOI to a **bilingual** MOI (refer to figure 1.9.).

Figure 1.9.:

BILINGUAL	9	100%
Overt	7	78
Covert	1	11
Unknown	1	11
Changing	7	78
Not changing	1	11
Accepted	1	11

x) English MOI

69% of these institutions have **covert** policies, 23% have **overt** policies and 8% are **unknown**.

54% have decided to **review** their policies and 46% have decided **not to**. No review has, as yet been approved (refer to figure 1.10.).

Figure 1.10.:

ENGLISH	13	100%
Overt	3	23
Covert	9	69
Unknown	1	8
Reviewing	7	54
Not Reviewing	6	46
Accepted	-	-

xi) Afrikaans MOI

Of these institutions 100% are **overt**. Thus all of these institutions have official language policies which state that they use Afrikaans as MOI. 75% have decided **not to review** their policies while 25% have **accepted** reviewed policies.

It is interesting to note that the institution which has accepted a reviewed policy has in fact not changed its original policy. The previous policy was one of **Afrikaans** as MOI and has remained as such (refer to figure 1.11.).

Figure 1.11.:

AFRIKAANS	4	100%
Overt	4	100
Covert	-	-
Unknown	-	-
Reviewing	-	-
Not Reviewing	3	75
Accepted	1	25

4.4. A STUDY OF 8 INSTITUTIONS OF HIGHER EDUCATION

4.4.1. Introduction

After the initial survey was completed, a follow-up letter was sent together with a questionnaire to each institution. The institutions were requested to complete the questionnaires and 8 institutions responded to this request. The other 18 institutions either did not respond or indicated that they could not give a further response at this time.

The following is a discussion of the 8 institutions which responded, namely: Technikon Free State, the University of the Orange Free State, Technikon Pretoria, the University of the North West, Rhodes University, Vaal-Triangle Technikon, the University of the Western Cape and the University of the Witwatersrand (refer to table 2).

4.4.2. The Questionnaires¹

The author compiled two questionnaires for the purposes of this study. The first was designed for institutions which have chosen not to review (change) their existing language policies (refer to addendum C) and the second for institutions which have reviewed/are reviewing their language policies (refer to addendum D).

¹ For the sake of authenticity the questions, in both questionnaires, are quoted verbatim.

4.4.3. The Response

QUESTIONNAIRE A: This questionnaire contains 9 questions and 2 institutions responded to it.

i) Question 1:

‘What is your institution’s language policy?’

This question is designed to determine what each institution’s language policy is.

ii) Response:

Both institutions indicated that their MOI is English - they supplied no further details as to any other elements of language policy (refer to chapter 2.1.).

iii) Question 2:

‘Is it an “overt” (formal) or a “covert” (informal) policy?’

This is to determine what type of policy each institution has and how each institution views its own policy.

iv) Response:

The 2 institutions indicated that their policies are both overt. The first supplied a policy document which dealt with the students efficiency in English. The second however had stated in their initial response (to the author's letter) that there is no language policy on campus beyond the practice of English as MOI.

The author's findings are thus: The first institution has an overt policy in reference to MOI only, the second has a language practice (regarding MOI only) and thus a covert language policy.

v) Question 3:

a) '*Who approved of it?*'

b) '*What are their backgrounds?*'

The purpose of this question is to determine who the policy makers of the past were and what their view of language policy may have been.

vi) Response:

Both indicated that the particular institution's policy has been in existence since the inception of each institution. It was thus approved by the founders of each institution; no backgrounds were furnished.

vii) Question 4:

‘When was it approved?’

This question is intended to indicate when the policy was initiated, how old it is and if it has ever been revised.

viii) Response:

Both indicated that the particular institution’s policy has been in existence since inception, the policies were approved on inception.

ix) Question 5:

‘How was it approved?’

The purpose of this question is to determine how policies were approved in the past.

x) Response:

One responded ‘unsure’, the other did not give a response.

xi) Question 6:

'To what degree are the students and staff aware of the language policy?'

The purpose of this question is to reveal to what extent students and staff are aware, and are made aware, of the existing policy.

xii) Response:

Both stated that students and staff are aware of the policy but did not state how they are made aware of it or to what degree they are aware of it.

xiii) Question 7:

'Have the students and staff been consulted about the policy?'

This reveals whether a consultative approach was taken in deciding the language policy.

xiv) Response:

The answer to this question was **no** in both cases.

xv) Question 8:

'If the answer to no. 7 is:

- *NO a) what was the reason?*
- *YES b) what was the response?'*

a) If the answer to no. 7 is **no**, then the process of language policy formulation was not consultative and the answer to this question reveals why this was the case.

b) If the answer to no. 7 is **yes**, the answer to this question indicates how students and staff responded to the language policy.

xvi) Response:

As stated above (in response to no. 7), both respondents indicated **no**. The reason given for the answer to no. 7 is that the issue has not been raised by the students or staff.

This, however does not reveal whether or not the students and staff were consulted when the policy was initially formulated, and the answer reveals that they have not been consulted since.

xvii) Question 9:

‘Are the following figures available:

- a) home languages and*
- b) language of preference of students and staff*
(academic, administrative and Group C)?’

The answer to this question reveals to what extent the issues of ‘home language/mother tongue’ and ‘language of preference’ have been researched at the particular institution.

xviii) Response:

Both institutions have record of the home languages of the students. Neither have the language of preference of the students or staff or the home language of the staff.

QUESTIONNAIRE B: This questionnaire contains 14 questions and 6 institutions responded to it.

i) Question 1:

‘What was your institution’s language policy?’

This question is designed to determine what each institution’s previous¹ language policy was.

ii) Response:

There were 4 respondents which indicated that their previous language policy was bilingual, 3 indicated that they used English exclusively as MOI and 1 stated that the policy was Afrikaans.

Again most of the institutions simply referred to MOI.

iii) Question 2:

‘Was it an “overt” (formal) or a “covert” (informal) policy?’

¹ ‘Previous’ here refers to the policy which is being reviewed. The policy which is/was in use until the reviewed policy is/was implemented.

The purpose of this question is to determine what type of policy each institution has at present and how each institution views its policy.

iv) Response:

There were institutions which indicated that their previous policy was an overt one, but could not provide a policy and referred to a language practice. Thus of the institutions which responded, it was found that 3 had covert policies and 5 had overt policies. However, some of the overt policies do not mention anything other than MOI, they may thus be overt, but can not be seen as being complete.

v) Question 3:

'Why did your institution decide to draft a new policy?'

The reason for this question is to determine why the institution's policy is being reviewed. Who asked for the review and why was it asked for?

vi) Response:

There were a number of reasons given for this decision. The majority of institutions indicated that a change has occurred on their campuses.

A change in student demographics was given by 1 as a reason, another

indicated that it was due to transformation and another to the Constitution (South Africa's Constitution of 1996).

There were 2 institutions that indicated that students had requested the review and 1 indicated that it was initiated by a member of staff.

vii) Question 4:

a) *'Who convened the committee which drafted the new policy?'*

b) *'What is the person's background?'*

The answer to this question will determine who facilitated/is facilitating the process of reviewing the institution's language policy.

viii) Response:

There was a mixed response to this question. There were 2 respondents which indicated that the institution's BTF (Broad Transformation Forum¹) was responsible for this, others mentioned individuals.

¹ This 'forum' is a bi-product of the social and political changes which have occurred within South Africa in the late twentieth century. Most institutions of education are going through some form of transformation (change) and have established committees to regulate this transformation. In higher education these committees are commonly referred to as Broad Transformation Forums.

There was one respondent which indicated that the process of reviewing their policy was initiated by the vice-chancellor¹ and that the convenor was the Head of Department: Linguistics and English; another stated that the senior vice-rector² initiated the committee which was convened by a senior lecturer in communication sciences and a 3rd respondent indicated that the convenor was a lecturer in the department of languages and communication.

The final respondent simply stated that the process was initiated internally, no other information was provided.

ix) Question 5:

a) *'Who was involved in drafting the new policy?'*

b) *'What are their backgrounds?'*

The purpose of this question is to determine who the policy makers of today are, and whether the institution consulted the relevant stakeholders.

¹ The term 'vice-chancellor' refers to the principal of an institution of higher education.

² The term 'rector' is also used to refer to the principal of the institution of higher education.

x) Response:

Various stakeholders were mentioned in each case. These included students, staff, members of management, the community and industry.

The members of the institutions (who were/are involved in drafting the new policy) have one or more of the following backgrounds: linguistics; communication: They are to be the implementers of the policy or they are end-users. Those who were/are not members of the institutions, all had an interest in the institution (whether it be financial, educational or social).

xi) Question 6:

'Were students involved?'

This question is designed to determine how involved students are in formulating language policy at higher education institutions.

xii) Response:

In all but 2 cases students were/are involved in drafting the new policy. This is discussed in more detail under the next question.

xiii) Question 7:

‘If the answer to no.6 is:

- *NO a) why not?*
- *YES b) who are they/what are their
backgrounds?’*

- a) If the answer to no. 6 is **no**, the answer to this question reveals why this is the case.
- b) If the answer to no.6 is **yes**, the answer to this question indicates who they were/are and what view they may have taken/take on language policy.

xiv) Response:

- a) There were 2 respondents which answered **no** to no.6. The 1 did not supply a reason. The other stated that the institution’s student demographics have been taken into consideration and that this was used as one of the deciding factors as to which policy would best suit the institution.
- b) The other 4 respondents indicated **yes** to no.6. Each of them had members of the particular institution’s SRC (Student Representative Council) on the committee drafting the new policy, 2 of these had students from other student representative bodies on their committees and 1 indicated that student representatives from various faculties were also present.

xv) Question 8:

‘Explain (step-by-step) the process which your institution followed in order to draft the new language policy?’

The reason for this question is to determine if the process was a democratic and consultative one, and how much care was/is taken in formulating language policy.

xvi) Response:

All of the respondents indicated that they went/are going through a process and that this process has taken time and careful consideration.

In each case a committee was initiated and the review was the task of the whole committee, not a single person. There was also mention of research, thus the process of reviewing language policy was not entered into lightly and time and effort was/is being taken by the parties involved in the process.

This also indicates that the process was/is consultative.

xvii) Question 9:

‘Why were the particular languages chosen?’

The answer to this question will reveal what the deciding factors were/are in choosing the particular language(s) for a language policy.

xviii) Response:

There were 3 respondents, which indicated that the language(s) chosen are used by the largest portion of students on their campuses, the other 3 have not yet decided upon a policy and therefore have not decided upon any particular language(s), as yet.

xix) Question 10:

‘When was the new policy implemented/when will the new policy be implemented?’

This is to find out what the deadline for the acceptance and implementation of the new policy is, as well as to determine when the ‘change’ is expected (if there is to be a change).

xx) Response:

Only 1 policy has been accepted thus far, it was implemented in March 1993. The others are all still to be decided upon, 3 provided a possible date of implementation - 2 of which were January 1998 and the 3rd June 1998. The last 2 respondents did not provide an intended date of implementation.

xxi) Question 11:

'How was it implemented/how will it be implemented?'

The reason for this question is to determine what the process of implementation entails.

xxii) Response:

There were 4 respondents which indicated that they have not yet decided how implementation will occur.

Of the respondents, 1 indicated that the rectorate (management) will implement the policy and another indicated that it has been a process of implementing it in 1 programme at a time, each programme is provided in 2 languages where needed and this amount increases annually.

xxiii) Question 12:

'When will the new policy be evaluated?'

Evaluation is an essential aspect of any policy (refer to chapter 2.1.) and the intention of this question is to reveal whether institutions have made provision for this.

xxiv) Response:

As 5 of the institutions are still in the process of reviewing the policy, they indicated that they have not decided upon this, as yet.

The last of the respondents indicated that this will be a continual process, more detail is provided in the response to the next question.

xxv) Question 13:

'How will the new policy be evaluated?'

This is intended to reveal the actual process of evaluation.

xxvi) Response:

The same 5 institutions mentioned in no. 12 have not yet decided upon this process. The 6th one, mentioned above, has included this in its strategic planning. In other words, it will be reviewed periodically as various other aspects of this particular institution are reviewed.

xxvii) Question 14:

‘Are the following figures available:

- a) *home languages and*
- b) *language of preference of students and staff*
(academic, administrative and Group C)?’

This will reveal to what extent the issues of ‘home language/mother tongue’ and ‘language of preference’ have been researched at the particular institution.

xxviii) Response:

Of the respondents, 5 could provide figures for the students’ ‘home languages’ (of which 1 could provide figures of the staff’s ‘home languages’), 2 could provide figures for the student’s ‘language of preference’ and 1 did not have any statistics available.

4.4.4. Statistical Analysis

The following is an analysis of the responses received from the 8 institutions of higher education. It shows, in detail, the findings of the questionnaires.

i) The Response Population

Of the 26 institutions which responded to the initial survey 8 **responded** to the questionnaires, thus the response rate was 30% of the response population. This covered a wide geographical area in South Africa.

There were 9 institutions which indicated that they '**could not respond**' to the questionnaires at this stage. The remaining 9 institutions simply **did not respond** (refer to figure 2.1.).

Figure 2.1.:

RESPONSE POPULATION	26	100%
Responses	8	30
'Could not respond'	9	35
Non-responses	9	35

ii) Analysing The Responses

Of the responses received, 62.5% were **overt** and the other 37.5% were **covert**. There were no **unknown** policies and therefore this classification will not appear after figure 2.2.

62.5% of the respondents are **reviewing** their policies and 12.5% have **accepted** reviewed policies, this means that 75% of the respondents have

reconsidered/are reconsidering their language policies. Only 25% have decided **not to review** their existing language policies.

Of these respondents, 62.5% have **bilingual** MOI policies, the other 37.5% have monolingual policies. All of the respondents with monolingual policies use **English** as MOI.

There were no respondents which indicated that they use **Afrikaans** exclusively as MOI and therefore this classification will be omitted after figure 2.2. (refer to figure 2.2.).

Figure 2.2.:

RESPONSES	8	100%
Overt	5	62.5
Covert	3	37.5
Unknown	-	-
Reviewing	5	62.5
Not Reviewing	2	25
Accepted	1	12.5
Bilingual	5	62.5
English	3	37.5
Afrikaans	-	-

iii) Overt Policies

Of the institutions with **overt** policies, 60% are **reviewing** their policies, 20% have **accepted** their reviewed policies and only 20% have decided **not to review** their policies. thus, a total of 80% - the vast majority - of respondents, have reviewed /are reviewing their language policies.

Another observation is that 80% of the **overt** policies are **bilingual** and 20% are monolingual (all of which are **English** MOI policies) (refer to figure 2.3.).

Figure 2.3.:

OVERT	5	100%
Reviewing	3	60
Not Reviewing	1	20
Accepted	1	20
Bilingual	4	80
English	1	20

iv) Covert Policies

67% of the respondents which indicated that they have **covert** policies are **reviewing** their policies, the other 33% have decided **not to review** their policies. None have been **accepted** as yet.

Here, 67% are monolingual/**English** MOI policies and 33% are **bilingual** policies (refer to figure 2.4.).

Figure 2.4.:

COVERT	3	100%
Reviewing	2	67
Not Reviewing	1	33
Accepted	-	-
Bilingual	1	33
English	2	67

v) Policies Being Reviewed

There are 5 institutions **reviewing** their policies, 60% of these are **overt** and 40% are **covert**, 80% have **bilingual** policies and 20% have monolingual/**English** MOI policies (refer to figure 2.5.).

Figure 2.5.:

REVIEWING	5	100%
Overt	3	60
Covert	2	40
Bilingual	4	80
English	1	20

vi) Policies Not Being Reviewed

Of the responses received, which indicated that they have chosen **not to review** their policies, 50% are **overt** and 50% are **covert**, 100% are monolingual/**English** MOI policies (refer to figure 2.6.).

Figure 2.6.:

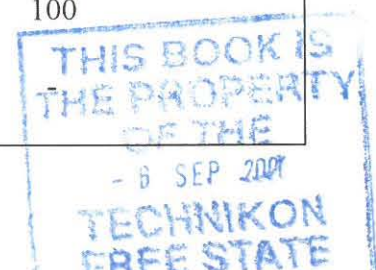
NOT REVIEWING	2	100%
Overt	1	50
Covert	1	50
Bilingual	-	-
English	2	100

vii) Accepted Reviews

100% of the reviewed and **accepted** policies are **overt** and **bilingual** (refer to figure 2.7.).

Figure 2.7.:

ACCEPTED	1	100%
Overt	1	100
Covert	-	-
Bilingual	1	100
English	-	-



viii) Bilingual MOI

Of the **bilingual** institutions, 80% are **overt** and 20% are **covert**. There are 80% which have decided to **review** their policies and the other 20% have **accepted** reviewed policies. None of these institutions have decided **not to review** their existing policies (refer to figure 2.8.).

Figure 2.8.:

BILINGUAL	5	100%
Overt	4	80
Covert	1	20
Reviewing	4	80
Not Reviewing	-	-
Accepted	1	20

ix) English MOI

The **English** MOI institutions are on the whole **covert** (66.5%) and only 33.5% are **overt**. The majority have decided **not to review** their policies (66.5%), the remaining 33.5% are, however, **reviewing** their language policies. None of these respondents have as yet **accepted** reviewed policies (refer to figure 2.9.).

Figure 2.9.:

ENGLISH	3	100%
Overt	1	33.5
Covert	2	66.5
Reviewing	1	33.5
Not Reviewing	2	66.5
Accepted	-	-

4.4.5. The Respondents To The Survey And Questionnaires

The following table is an illustration of the responses received from the institutions which responded to the initial survey, as well as those which responded to the questionnaires.

i) Table 2: Response of the 26 institutions.

INSTITUTION	E	A	B	OVERT	COVERT	UN.	REVIEW	NOT	ACC.
TECHNIKONS									
Border	X				X		X		
Cape		X			X			X	
Free State		X	X						X
Mangosuthu	X				X		X		
PE		X	X				X		
Peninsula	X		X					X	
Pretoria		X	X			X			
Vaal Triangle		X	X				X		
Witwatersrand	X				X			X	

INSTITUTION	E	A	B	OVERT	COVERT	UN.	REVIEW	NOT	ACC.
UNIVERSITIES									
Durban-									
Westville	X			X			X		
Fort Hare	X			X		X			
Natal	X				X	X			
North West	X			X			X		
P.E.			X	X			X		
Potchefstroom		X		X					X
Pretoria		X		X				X	
RAU		X		X				X	
Rhodes	X			X		X			
Stellenboch		X		X				X	
Transkei	X			X			X		
UOFS			X	X					X
Venda	X				X			X	
Vista			X		X	X			
Western Cape			X	X			X		
Wits	X			X				X	
Zululand	X			X			X		

4.5. FINDINGS AND DEDUCTIONS

4.5.1. Introduction

The following findings are based on the responses to the survey (refer to 4.3.4.), the responses to the questionnaires (refer to 4.3.4.) and the statistical analyses (refer to 4.3.4. and 4.4.4.). The author's deductions are based on these findings.

4.5.2. The Response To The Survey

This survey represents 76% of technikons and universities within South Africa and, as a result of this, the findings have a sound base (refer to figure 1.1.).

i) The Type Of Policies

- Of the institutions which responded, more have overt language policies (54%) than those which have covert policies (35%) (the rest are unknown).

Language policy is, therefore, a recognised entity in higher education within South Africa (refer to figure 1.2.).

a) INSTITUTIONS WITH OVERT POLICIES

- Of the institutions with overt language policies, the majority (57%) have decided to review their existing policies, 14% of these have already accepted reviewed policies (refer to figure 1.3.).

Thus, the majority of institutions with overt policies have recognised a need to reconsider their existing language policies. They have decided that a review of these policies is in fact necessary. This does not, however, mean that there will be changes in these policies, it simply means that a change will be **considered**. This is important because it shows a sense of ‘open-mindedness’.

- 50% of institutions with overt policies have bilingual MOI policies, the other 50% are monolingual - 29%, being Afrikaans and 21% being English (refer to figure 1.3.).

From this it is clear that most of the overt policies are bilingual ones and if a change is decided upon, it could mean one of two things. Either, those institutions which change will become monolingual institutions (the language will need to be decided upon) or the institutions will remain bilingual but the languages used as MOI will change.

b) INSTITUTIONS WITH COVERT POLICIES

- 50% are reviewing their policies and 50% are not. None have, as yet, accepted reviewed policies (refer to figure 1.4.).

No comment as to a trend amongst these institutions can be made as there is no dominant trend, at this stage.

- As far as MOI is concerned, 90% of the covert policies are monolingual, and all of these use English as MOI, only 10% are bilingual (refer to figure 1.4.).

What can be said for these institutions is that: for those who have decided to review their policies, all are still in the process of doing so and therefore there are no changes in policies at this stage.

It is not clear whether the reviews will lead to a move towards overt policies, but this is a definite option, one which the author highly recommends. As for the language issue, the vast majority of those reviewing their policies use English exclusively as MOI at present. The author believes that this will remain the case (as this is the tendency among institutions at present) and that reviews will not lead to change in the language used as MOI, but that if a change does occur, it will be from a covert to an overt policy.

ii) The MOI

- 65% of the institutions which responded have a monolingual - 50% of which use English as MOI and the remaining 15% use Afrikaans only - only 35% of the respondents have bilingual MOI policies (refer to figure 1.1.).

This may not be changing, in the near future, as:

- Only 54% of English MOI institutions are considering a review (none of which have been accepted as yet) and only 25% of Afrikaans MOI institutions have reviewed their policies. Of these none have actually changed their policies - they were Afrikaans MOI institutions and remain as such (refer to figure 1.10. and 1.11.).

a) ENGLISH AS MOI

- Of the English MOI institutions, 69% have covert policies and 8% are unknown (refer to 4.3.3.) . As has previously been stated, 54% are reviewing their policies, therefore 46% of all English MOI institutions have decided to remain as such and the majority of these are covert (refer to figure 1.10.).

Thus, the English MOI institutions may remain as such for some time to come and the majority of them do not have overt policies (even if the

unknown policies {8%} were overt, the majority {69%} would still be covert). From this it may be deduced that they do not feel the need to define their policies in an overt manner.

b) AFRIKAANS AS MOI

- Of the Afrikaans MOI institutions, 100% have overt policies, 75% have decided not to review their policies and the other 25% have accepted **unchanged** MOI policies (refer to figure 1.11.).

It is clear from this that these institutions have felt the need to clearly define their language policies and therefore have overt policies, but they have also decided that they do not want to change their existing policies even the reviewed policies have remained unchanged .

c) BILINGUAL MOI

- As stated previously, only 35% of current language policies are bilingual MOI policies, 78% of these are overt policies. There are 11% which have 'unknown' policies therefore only 11% have covert policies. Also, 78% have decided to review their policies and 11% have already accepted reviewed policies (refer to figure 1.9.)

Up until now, the majority of institutions (65%) have not felt the need for bilingual policies. This may change slightly in the near future, but it does not appear to be the dominant option.

The vast majority of bilingual MOI policies are overt (even if the 'unknown' policies were covert there would still be 78% overt policies). Thus, it is clear that the bilingual MOI institutions have consciously decided to be this way.

However, 78% of these institutions are reconsidering this position, this may/may not lead to change. If it does lead to change there are two courses of action which may be taken and these are discussed under overt language policies (refer to 4.5.2. {i} {a}).

iii) Policies Which Will/Will Not Be Reviewed

- 50% of all institutions which responded are considering a review, 8% have accepted a review and the remaining 42% are not reviewing their existing language policies in the rear future (refer to figure 1.1.).

Thus, the majority of institutions have decided that a review is necessary and that they cannot simply accept their current policies without question. But, as yet, only 1 of the 26 respondents has accepted a change to its language policy.

This reveals that, as far as language policy is concerned, there is still much work to be done within the field of higher education.

a) INSTITUTIONS REVIEWING THEIR POLICIES

- Of these institutions, 46% are overt, 39% are covert and 15% are 'unknown' (refer to figure 1.6.).

It is therefore unclear, at this stage, as to what type of policy is more likely to be reviewed in the near future.

- 54% of the policies being reviewed are monolingual (all of which use English as MOI) and 46% are bilingual (refer to figure 1.6.).

The majority of policies being reviewed (by a narrow margin of 8%) are monolingual policies, thus the chances of change are greater among monolingual policies than among bilingual policies. But, the possibility of bilingual institutions changing their current policies must not be ruled out.

b) INSTITUTIONS NOT REVIEWING THEIR POLICIES

- 55% of these institutions have overt policies and 45% have covert policies (refer to figure 1.7.).

The majority (once again by a narrow margin) of institutions which are not reviewing their policies already have overt policies. This reveals that, even though 42% of all institutions are not reviewing their policies, the majority of these at least have a clearly defined policy.

- 91% of the institutions which have decided not to review their language policies are monolingual MOI institutions - 64% being English and 27% being Afrikaans. This then leaves only 9% which are bilingual (refer to figure 1.7.).

From the above it is very clear that the greatest number of institutions which have decided not to review their policies are monolingual, in other words monolingual institutions within South Africa, on the whole, are the ones which have decided that a review of their language policies is unnecessary.

c) ACCEPTED REVIEWS OF POLICIES

- Of these institutions, 100% have overt policies - 50% are bilingual MOI institutions and the other 50% are monolingual. 100% of the monolingual MOI institutions are Afrikaans (refer to figure 1.8.).

All of the institutions which have accepted reviewed policies have decided to formulate them as overt policies. From this it may be deduced that new/reviewed policies are being defined and decided upon in clear and definite terms.

4.5.3. The Response To The Questionnaires

The response rate for the questionnaires was 30% of the response population, covering a wide geographical area (refer to figure 2.1.).

i) The MOI

These findings and deductions are based on question 1 of both questionnaires and section 4.4.4.

- 62.5% of the respondents indicated that their existing MOI policies are bilingual, 37.5% stated that they are monolingual (refer to figure 2.2.).

The majority of respondents to the questionnaires have bilingual MOI policies. It must be pointed out, once again, that MOI is the only element of language policy being discussed in this section.

a) ENGLISH MOI

- 66.5% of the English MOI institutions have covert policies, the rest have overt policies - 66.5% are not reviewing their policies, the remaining 33.5% have decided to review their policies (refer to figure 2.9.).

Language policy does not appear to be a high priority among monolingual/English MOI institutions. Most of them do not have clearly defined policies and also do not intend to change this situation

b) BILINGUAL MOI

- 80% of these MOI policies are overt. 80% are reviewing their policies and 20% have accepted reviewed policies (refer to figure 2.8.).

Most bilingual institutions have a clearly defined policy at present, and regard language policy as being something that needs attention. From the above it is also clear that, 100% of them consider reviewing their policy as a necessary exercise.

ii) Type Of Policy

These findings and deductions are based on question 2 of both questionnaires and section 4.4.4.

- Of the institutions which responded 62.5% stated that they have overt language policies and 37.5% have covert policies (refer to figure 2.2.).

This shows that the majority of respondents have clearly defined language policies dealing with MOI, illustrating the importance of a language policy to them.

a) OVERT POLICIES

- Here, 60% of the respondents are reviewing their policies, 20% are not and 20% have accepted reviewed policies (refer to figure 2.3.).

Although the majority of institutions already have overt policies, most of them have considered/are considering a review of their policies. This illustrates that, of the institutions which in the past saw a need for a definite language policy, 80% recognise that same need today. This also reveals that language policy is an active area which is being developed.

- 80% of these policies are bilingual (refer to figure 2.3.).

This was discussed under bilingual MOI (refer to 4.5.3. {i}{b}).

b) COVERT POLICIES

- 67% of respondents with covert policies have decided to review their policies. None have as yet accepted reviewed policies. 33% have chosen not to review their existing policies (refer to figure 2.4.).

This shows that even among respondents with covert policies a need for rethinking the existing situation has been identified.

There are a number of possible outcomes for these reviews. The most obvious being, to ‘convert’ them to overt policies or leave them as they are. The author believes that the best option is to ‘convert’

The reason being, that these institutions are taking the time to review their existing policies, thus a certain amount of planning is required of them. They may as well invest a little more time and formulate their policies in concrete terms so as to have something to show for the work that has gone into the decision making process.

- The majority of covert policies (67%) are monolingual, all of which are English. The remaining 33% are bilingual (refer to figure 2.4.).
This may change, in the near future, as the majority of respondents with covert language policies are reviewing their policies. If the

reviews do result in change it may take one of the following forms.

Firstly the institutions may change from monolingual to bilingual institutions, or vice-versa, and secondly they may change the language(s) used as MOI.

iii) To 'Review' Or Not To 'Review'

These findings and deductions are based on the questionnaire which the institutions chose to complete, question 3 of questionnaire B and section 4.4.4.

- Of the institutions which responded, 62.5% decided to review their policies, 25% decided not to and the remaining 12.5% have already accepted reviewed policies (refer to figure 2.2.).

More institutions have, therefore, reviewed their policies than those which have decided not to. In other words, the possibility of change in language policies is greater, in most institutions, than the possibility of remaining the same.

- 100% of the reasons given for a reviewed policy were 'internal' reasons, in other words, the decision was initiated from within the institution.

This indicates that the institutions of higher education which are considering change, as far as language policy is concerned, are considering it because of circumstances within their institution and not due to external pressure.

iv) Language Policy And Language Policy Planners Of The Past And Present

These findings and deductions are based on question 3-8 of questionnaire A and question 4-8 of questionnaire B.

- 100% of the institutions which are not reviewing their policies stated that the founders of the institutions had approved of their language policies; none gave backgrounds for these people.

This indicates that past language policy planners were people in positions of authority and thus it can be deduced that the language policies would be 'top-down' policies (refer to chapter 2.1.).

- 100% also indicated that they did not know how the policies were approved.

No deductions can be made from this as to the way in which language policies were decided upon and approved in the past. But, it can be said that either a) the process of language policy formulation was not considered an essential one and, therefore, no records of it were kept, or b) the process was not planned and, therefore, there were no records to keep.

- Of the institutions which are reviewing their policies 100% of the convenors were/are academic staff members with a linguistic and/or communications background. The committees were made up of other relevant stakeholders.

This indicates that the present language policy formulation process is more consultative than in the past. Policies are not simply being written by people in authority and handed **down** to the users, but are being decided by the users, the implementers, experts in linguistics and members of management. In other words, the stakeholders.

This is a positive sign as it reveals that, in most cases, times have changed. Instead of implementing top-down policies, institutions are now considering a combination of top-down/bottom-up policies.

- 100% of the institutions which are not reviewing their policies indicated that students and staff are aware of the policies, but have not raised the issue of reviewing them.

This reveals that students and staff members were not consulted when the policies were initially being formulated and this reinforces the author's previous deduction that the processes of policy formulation, in the past, were not consultative.

- Of those institutions which are reviewing their language policies, 100% indicated that stakeholders other than management were/are also included in the process of policy formulation. All, but 2, indicated that students were involved in this process.

From this it can be seen that language policies of today are highly consultative, but not all language policy planners consider including students as vital to the process.

The author supports the view that, it is not essential to gain insight into individual students' views, just as no other individual should be allowed to enforce his/her views on a language policy for any institution of higher education. But, the author does consider it necessary to take the student body, and any other legitimate stakeholders, into consideration with each decision that is made concerning language policy.

It should by now be clear that, as far as higher education institutions are concerned, the process of language policy formulation and language policy planners themselves are no longer what they used to be.

This is a positive sign, as change is needed in an ever changing world. It also reveals that the contemporary trend of 'bottom-up' policies is creeping into the field of higher education in South Africa. It is also clear that the process has become more consultative and that the language policy planners of today, in

higher education within South Africa, are people who will be using and/or implementing the policy.

v) The Process Of Reviewing Language Policy

The following findings and deductions are based on question 9-13 of questionnaire B.

- 50% of institutions which were asked why they chose the languages which they did, for their revised policies, indicated that the majority of students use these particular language(s). The other 50% have not, as yet, decided on a language policy.

This reveals that the institutions regard their students as one of the most important elements when deciding on language policy. This is a good thing because without students higher education would be all but meaningless.

- The deadline set by 50% of the institutions for the implementation of the revised policies is before the end of 1998, the other 50% are still in the process of formulation and, as such, have not set a deadline yet.

From this one may deduce that higher education institutions see the formulation and implementation of language policies as a short term goal (within 5 years). This is a positive sign because they provide a vital service to their communities

and, as such, need to have effective language policies which meet the needs of these communities.

- The majority of institutions are still in the formulation phase and therefore have not decided on the implementation and evaluation phases of this processes, as yet.

This reveals that, although the process of revising language policy within higher education has begun, it still has a long way to go.

vi) Research Into Language Needs And Abilities

These findings and deductions are based on question 9 of questionnaire A and question 14 of questionnaire B.

- Out of the 8 institutions which responded, 7 could provide statistics on students' home languages - 2 of these could provide figures for students' language(s) of preference. Only 1 institution had any figures available regarding its staff. There was 1 institution which had no figures available at all.

This shows that some work has been done in researching the language abilities and needs of students in higher education, but it is the author's opinion that this is not sufficient. No real attempt has been made to investigate the staff's language abilities or needs.

These two groups will utilise the policies the most and therefore have the most to gain or loose from a revised policy.

The author is of the opinion that more research should be done in this field and hopes this study will be of some use in this regard.

5. CONCLUSION

Based on the findings and deductions in the chapter 4, the author has concluded that institutions of higher education, within South Africa, should consider reviewing their existing language policies.

Those institutions which have covert language policies should consider writing them as overt policies. This would require that they: a) research their current language practices and the needs of their particular institution, and b) formulate a definite policy. This may not result in a change in their existing language practice, but would make their language practice language policy. They should also not rule out a change in policy, if their research reveals a need for it.

Having an overt policy would provide them with security if they were questioned as to their language practice, as they would have record of the reasons for their language practice in their policy.

Those institutions which have overt language policies, should consider reviewing their current policies. It is not sufficient to simply continue with the status quo, as current policies may no longer be applicable to the institutions' particular needs. Therefore, these institutions need to: a) research their current language practices and the needs of their particular institution, and b) review their current policies in view of the findings of this research.

This may not result in a change in their existing policy, but they should seriously consider a change, if their research reveals a need for it.

Reviewing their existing language policies would provide them with security if they were questioned as to their language policies, as they would have record of the reasons for their policy.

All of these institutions should also ensure that, whatever their policy, they have a complete language policy. It was found, by means of the survey (refer to chapter 4), that most institutions only have a policy regarding their MOI. As was stated in chapter 2 and 4, MOI is only one element of a language education policy and thus, those which only have this element, have an incomplete policy.

Based on these conclusions, the author supports hypothesis H_1 (refer to chapter 1) which reads as follows:

- a) Current **covert** language policies, in institutions of higher education within South Africa, are not adequate and need to be reviewed. They need to be replaced by **overt** policies which have been carefully planned according to each institution's specific needs.

- b) Current **overt** language policies, in institutions of higher education within South Africa, are not adequate and need to be reviewed. They need to be replaced by **overt** policies which have been carefully planned according to each institution's specific needs.

6. RECOMMENDATIONS

The following are the author's recommendations to institutions of higher education which are formulating language policies. These are based on the findings of this study and relate specifically to higher education institutions within South Africa, but may, if adapted, be used for any institution formulating a language policy.

The following guidelines may be used when formulating a language policy.

i) Language Policy Planners

In an institution of higher education:

- Language policy planning committees should include all stakeholders, with a valid interest in the institution.

The stakeholders should be consulted and, if at all possible, should be represented on the committee formulating the policy.

- It is essential that people with a sound linguistic/communications background be on the committee.

These people should be consulted as to the practicability of the proposed policy.

- There should be at least one participant who has had experience in formulating language policy on the committee.

If this is not possible, the committee should use the services of a consultant with relevant experience.

ii) Research

An institution of higher education should:

- Research its students' language abilities and needs.

This may be done by including questions about students' home languages, efficiency in other languages and language of preference on the student enrollment form.

- Research its staff's language abilities and needs.

This should include all staff members.

It may be done by means of including questions as to the staff's home languages, efficiency in other languages and language of preference on all work application forms.

- Research the language abilities and needs of the community within which it functions and which it serves.

This may be done by means of a survey, which can be undertaken as a project by students and/or staff members.

iii) Policy Formulation

Within an institution of higher education:

- The process of language policy formulation should be a democratic one.

An institution should have the freedom to choose its own language policy, but this should be an informed decision, which is based on sound research and not on an individual's opinion. No individual should be allowed to decide on any form of policy, least of all language policy, as no one person can possibly take every necessary aspect into consideration, provide for every possible situation and represent every group's interests. Therefore consultation with all stakeholders is necessary (this is discussed in more detail in section {ii}).

- Language policy formulation should be planned.

This process should be well thought out and carefully planned, but it should not be drawn out and extended for a lengthy time. Realistic goals and time frames should be set which take the individual institution's situation into account and

are attainable. The language policy planners should then do all in their power to attain the dead-lines set by the committee.

- The findings of the research, mentioned above, should be used as guidelines when formulation of the institution's language policy.

These findings should provide indications as to which language(s) would be best suited to the particular institution and thus, which would be most successful.

- A policy plan should make provision for the implementation and evaluation of the policy.

It is essential that these are decided as soon as the particular policy has been accepted. The policy planners should be responsible for this implementation and evaluation.

iv) Policy Implementation

In an institution of higher education:

- The implementation of the language policy must be discussed in the language policy plan.

Specific details as to how implementation will occur must be stated in the language policy plan, which must have realistic and attainable deadlines. Once these have been set, they need to be met.

- Policy implementation should be gradual and over a pre-determined period of time.

The time period for the implementation should also be indicated in the language policy plan. The institution should identify areas in which implementation can take place with relative ease and with the least amount of disturbances and financial burden. This area should then be used to test the particular policy in and should be monitored. Successes which are achieved should be built on, and elements that are unsuccessful should be reconsidered.

- Evaluation should begin shortly after implementation has begun.

Evaluation and implementation should initially be a joint-process. Within a few months of beginning the implementation process language policy planners should already be evaluating its success. **Evaluation** should be a **continual process** and, once the implementation of the policy has been fully achieved the evaluation should fill a greater role.

v) Evaluation Of The Policy

Within higher education institutions:

- Provision for evaluating the policy should be made in the language policy plan.

As stated above, the policy plan should make provision for a means of evaluating the policy and this should begin within months of the date on which implementation began.

- Policy evaluation should continue indefinitely.

Initially the policy should be monitored regularly as it is being implemented and utilised. Once the policy has shown success and is operational, evaluation can become a less regular occurrence, but must continue indefinitely.

- Evaluation should identify weaknesses and lead to improvements.

The purpose of evaluating a language policy is to identify weaknesses in the policy. If these are indeed found, at any time from the initial implementation stage to the long term, the evaluation should lead to a reconsideration of the element of the policy which is unsuccessful, and if necessary, to remove or change it.

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ADDENDUM A:

PO Box 8506
Bloemfontein
9300

Dear Sir/Madam

Language Policy

I am a lecturer's assistant at Technikon Free State and am doing research on language policies in institutions of higher education, in South Africa.

I would like to know if your institution has a language policy, if so, may I please have a copy made available to me?

If you are in the process of formulating a new policy would you be so kind as to inform me of it and possibly provide me with a copy. I would also like to contact the people involved in the formulation of language policy, so if it is possible, could you let me know who I should contact on your campus.

Thank you for your cooperation.

Kind regards

Ms Kelly Rau

ADDENDUM B:

PO Box 8506
Bloemfontein
9300

Dear Sir/Madam

Language Policy

I am a lecturer's assistant at Technikon Free State and am doing research on language policies in institutions of higher education, in South Africa.

I would like to know if your institution has a language policy, if so, may I please have a copy made available to me?

If you are in the process of formulating a new policy would you be so kind as to inform me of it and possibly provide me with a copy. I would also like to contact the people involved in the formulation of language policy, so if it is possible, could you let me know who I should contact on your campus.

Thank you for your cooperation.

Kind regards

Ms Kelly Rau

ADDENDUM C:
QUESTIONNAIRE

FOR

***Language policies of selected institutions of higher education within South Africa:
a critical review***

(Institutions which have chosen not to change their existing language policy.)

Name of institution:
Name of respondent:
Capacity of respondent:
Date of response:
Signature of respondent:

1. What is your institution's language policy?

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2. Is it an "overt" (formal) or a "covert" (informal) policy?

.....
.....

3. a) Who approved of it?
b) What are their backgrounds?

.....
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.....

4. When was it approved?

.....

ADDENDUM C:
QUESTIONNAIRE
FOR

***Language policies of selected institutions of higher education within South Africa:
a critical review***

(Institutions which have chosen not to change their existing language policy.)

Name of institution:
Name of respondent:
Capacity of respondent:
Date of response:
Signature of respondent:

1. What is your institution's language policy?

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2. Is it an "overt" (formal) or a "covert" (informal) policy?

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3. a) Who approved of it?
b) What are their backgrounds?

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4. When was it approved?

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5. How was it approved?

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6. To what degree are students and staff aware of the language policy?

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7. Have the students and/or staff been consulted about the language policy?

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8. If the answer to no.7 is:

- NO - a) what was the reason?
- YES - b) what was their response (has it been recorded)/may I have a copy of the record?

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9. a) Are the following figures available:

- home languages and
- language preferences of students and staff (academic, administrative and Group C)?

b) May I have a copy of them?

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ADDENDUM D:
QUESTIONNAIRE

FOR

***Language policies of selected institutions of higher education within South Africa:
a critical review***

(Institutions which have drafted/are drafting a new language policy.)

Name of institution:

Name of respondent:

Capacity of respondent:

Date of response:

Signature of respondent:

1. What was your institution's previous language policy?

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2. Was it an "overt" (formal) or a "covert" (informal) policy?

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3. Why did your institution decide to draft a new policy?

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4. a) Who convened the committee which drafted the new policy?

b) What is the persons background?

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- [illegible]

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[illegible]

9. Why were the particular languages chosen?

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10. When was the new policy implemented/When will the new policy be implemented?

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11. How was it implemented?/ How will it be implemented?

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12. When will the new policy be evaluated?

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13. How will it be evaluated?

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14. a) Are the following figures available:

- home languages and
- language preferences of students and staff (academic, administrative and Group C)?

b) May I have a copy of them?

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